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ABSTRACT

This compendium chronicles key events and issues in early childhood education from the perspective of a professor of early childhood education and holder of various offices in that area who has annually reviewed the field since 1971. The commentary, which provides thousands of facts, takes up in turn each of the 20 years between 1971 and 1990, and considers topics ranging from the ABC (Act for Better Child Care) bill and accreditation, to numerous aspects of day care; federal and state roles in early childhood education; health; Head Start; kindergarten; the National Association for the Education of Young Children (NAEYC); the parent role in early childhood education; 11 position papers and reports; public schools; staffing; taxes; teacher education; television; and transitional classrooms. A note to the reader indicates that addresses for many organizations and institutions given in the text may have changed. Numerous footnotes are included, as are a general index and an index of names. (RH)

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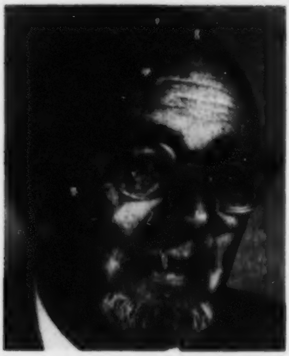

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Early Childhood Education

TWENTY YEARS IN REVIEW

A Look At

1971–1990

James L. Hymes, Jr.

A 1990–91 NAEYC Comprehensive Membership Benefit

National Association for the Education of Young Children
Washington, D.C.

To the reader: Addresses for many organizations and institutions are given in the text. During the twenty-year span in which this book was developed, some addresses may have changed. They are printed as part of a historical context and are not necessarily accurate.

* * *

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EARLY CHILDHOOD EDUCATION
TWENTY YEARS IN REVIEW

CONTENTS

Introduction ______ 1

Trends and stand-outs ______ 1 /Survivors ______ 2 /Remarkable happenings ______ 3 /Reports of significance for young children ______ 4 /Worth repeating . . . ______ 5 /Celebrations ______ 6 /Finding funding — and answers — still difficult ______ 6 /Another survivor — Head Start ______ 7 /Some great losses for children ______ 8 /Concerns for all humans ______ 9 /Impressive accomplishments ______ 9 /One cautionary note ______ 11 /Organizations ______ 11 /Predictions ______ 12 /Some hopes and dreams ______ 13

A Look at 1971 ______ 15

A bad year for education ______ 15 /A defeat for early childhood ______ 15 /Many states make advances ______ 16 /Advances in day care: Three "showcase" programs ______ 17 /Health Start is born ______ 18 /Born: A national center for child advocacy ______ 18 /Two survivors ______ 19 /"Sesame Street" and other TV programs ______ 19 /Changes ______ 21 /Deaths ______ 21 /A birth ______ 22 /The professional associations ______ 22 /Enrollments, jobs, and a "baby bust" ______ 23 /Many promising developments ______ 24 /Miscellaneous notes ______ 26 /Some lessons from 1971 ______ 27

A Look at 1972______29

Much talk about day care______29 /Kind words for early childhood______32 /Enrollments______33 /Progress in the states______33 /Rumblings of opposition______34 /Birthdays, anniversaries______35 /Deaths______36 /Protections for children______37 /Educational TV______39 /Books and people______40 /State news______40 /The non-happening: Non-births!______41 /Child Development Associates______42 /So many changes______42

A Look at 1973______45

Not a very nice year______45 /Kindergartens—One hundred years old______46 /Many magazine changes______46 /Institutional troubles______47 /Some happy news______48 /Enrollments and the birth rate______49 /A historic Supreme Court decision______49 /A new "glut"______50 /The Head Start story______50 /Title IV-A trouble______51 /A health warning______52 /Conferences______53 /Television______54 /News about people______55 /A misunderstood news story______55 /The business of day care______56 /Worth listening to: BEEP!______57 /A birthday here and one coming up______57

A Look at 1974______59

Political activity but not much else______59 /An addition to Head Start______60 /Children's television______61 /Women in the news______62 /Two quotes______63 /Money troubles______63 /International conferences______64 /A minor note______65 /An anniversary______65 /Organizations and people______66 /A name in the news______67 /A Head Start controversy______68 /More disagreements______69 /Gains in the states______70 /A worrisome scene______71 /The U.S. birthrate______71 /The "Doomsday Clock"______72

A Look at 1975 73

Important developments come despite economic difficulties 73 /Low birthrate — Will it continue? 75 /Head Start, NAEYC anniversaries quietly pass 77 /Women in the news 78 /Disappointing show of agreement about Child and Family Services Act 78 /A few memorable moments 81 /Threat of epidemics still real despite vaccines 82 /Beginnings and endings for publications and programs 83 /Child development draws attention on TV 83 /Life expectancy increases in a backdrop of violence 84 /Unrest in the public school world 85 /Special efforts to protect children from abuse 86 /Conferences of note 86 /Milestones 87 /State developments 88 /Taking care of unfinished business for kids 89

A Look at 1976 91

A national birthday party 91 /Short on deeds, big on words 92 /Conferences 92 /Good news for children 93 /Continued drive to immunize and protect young children 94 /A new avalanche of statistics 95 /Looking for new ways to help young children and their families 96 /Voices for children 97 /Significant expansion and anniversaries in early childhood groups 98 /Farewells 99 /Parent education programs make news 99 /Setting standards for child care 102 /Accident awareness for families 106 /Tax credits in child care 106 /Programs highlight abuse and offer help 107 /Focus on quality — now! 109

A Look at 1977 111

A new administration 111 /More working mothers 113 /Child care, here and abroad 114 /Health and safety 118 /Professional developments and conference news 121 /Head Start gains support 122 /Pressures intensify in the reading race 123 /Children and families 125 /Children's television 126 /State news 126 /Looking at the early childhood climate 128

A Look at 1978 131

What didn't happen 131 /Births and the birthrate 133 /Preschool demographics 134 /Organization and publication news 136 /New reports on child care and families 138 /Teen-age mothers — Complications and implications 140 /Head Start happenings 141 /More CDA growth 142 /Birthdays and losses 143 /Health news 143 /Media news 145 /News from the states 146 /Advocacy update 148 /A less-than-spectacular year for children 149

A Look at 1979 151

International Year of the Child 151 /Progress in peaceful solutions 153 /Child care legislation 154 /Working mothers and the future 155 /Two good-news notes 155 /Television programming for families 156 /One sad tidbit 157 /Endings 158 /Anniversaries and birthdays 159 /Day care — A new industry? 160 /Facts and figures in child care 161 /Change . . . 163 /Exempting health and safety standards 166 /Update on health 167 /Preschool handicapped in Head Start 168 /Kindergartens around the nation 168 /Hopeful beginnings 169

A Look at 1980 173

Head Start in the White House 173 /The Conferences on Families 174 /New rules for child care funding and standards 176 /Reprieve for CDA program 177 /Birthrate and preschool enrollment 178 /And baby makes . . . four 180 /A closing of an era 181 /Changes in personnel 182 /Happy events 184 /Farewell to some great friends of children 185 /Parent education on TV 186 /Campaign for affordable, quality child care 187 /State licensing requirements for child health and safety 188 /Kindergarten highlights 189 /Both good news and bad 190 /Bleak forecast by environmentalists 192

A Look at 1981 195

Minor miracles for Head Start 195 /Federal government's role in day care 196 /Troubling news 197 /Family day care popularity 198 /Budget battles in children's programs 199 /Increase in births and enrollments 199 /CDA back in action 200 /Media offerings for children and families 201 /National conference on children 203 /A royal year for one kindergarten teacher 204 /Cutbacks and closings 205 /More changes make an impact for early childhood professionals 207 /Children's television cutbacks 208 /Marriage and family news 209 /Children's health and safety campaigns 210 /State developments in programs and publications 211 /Head Start — Holding the line against budget cuts 213

A Look at 1982 217

A heightened political and economic awareness 217 /CDA program challenged by reduction of federal support 221 /Accreditation for teacher education and children's programs 222 /Enrollments continue to increase for preschools 223 /The organizational scene 224 /Honors . . . 226 /Head Start successes continue 227 /Television — What can be done? 228 /A victory for handicapped children 230 /Divorce rate continues to climb . . . 231 /State milestones 232 /Happenings in early childhood 235 /Health notes 235

A Look at 1983 239

Nationwide accreditation project under way for early childhood programs 239 /Quality in the spotlight 240 /State licensing update 242 /Speaking of child care — Bills, reports, and surveys 244 /Looking at paid infant-care leave 245 /A year of survival 246 /Public education for fours — Controversy continues 247 /Child care for fours an international research project ____ 249 /What kind of programs for fives? ____ 250 /Successes for young children ____ 251 /Another success story — Head Start ____ 252 /CDA costs increase with federal funding cutoff ____ 253 /Childhood and culture theme at World Congress ____ 254 /Children's TV called "national disgrace" ____ 254 /Voices for children ____ 256 /State progress report ____ 258 /Organizing for political action ____ 259

A Look at 1984 ____ 263

First, the good news ____ 263 /And now the bad news ____ 265 /Light in the darkness ____ 268 /Forging ahead in the fight for quality care ____ 269 /Kindergarten support unprecedented ____ 271 /Standards for schooling fours ____ 273 /Big events ____ 274 /Kind words for Head Start ____ 276 /State affairs ____ 277 /Some provocative statistics ____ 279 /Some sobering thoughts of the future ____ 279

A Look at 1985 ____ 283

Anniversaries ____ 283 /Other anniversaries of the year ____ 284 /Insurance crisis for child care programs ____ 285 /Quality child care — Sharing the "burden" ____ 287 /Reluctant federal leaders take first step ____ 288 /Dramatic year for CDA program ____ 289 /People making headlines ____ 292 /Highs and lows in the year ____ 292 /One way to empower children ____ 293 /Infant mortality at lowest rate ever in U.S. ____ 294 /The prince and the preschool ____ 294 /Strides in kindergarten programs ____ 294 /Champions of early education ____ 295 /Differing viewpoints for early education standards ____ 296 /More warnings about TV violence and children ____ 298 /NAEYC activity at peak ____ 298 /Maternal leave policy studied ____ 299 /Health and safety ____ 300 /Research in early childhood ____ 301 /State licensing for church-run centers ____ 302 /Anniversaries not to celebrate ____ 302

A Look at 1986 305

"Children's Initiative" for preventive programs get a push 305 /What kind of schools for fours? 307 /Accreditation moves forward 308 /Methods do make a difference 309 /Support for special programs 309 /Kindergarten issues still debated 312 /Child care salaries: More depressing figures 312 /Employer-supported child care slow to help working parents 314 /Publications in the news 315 /Among the year's more unusual conferences and birthdays 316 /Health disasters in the headlines 317 /Follow-ups 318 /States troubled by declining revenues 319 /The insurance crisis continues 321 /Some figures to ponder 322

A Look at 1987 327

Significant issues for all of us 327 /Child care — Some eye-opening reports 327 /Kindergarten and fives — A good match? 330 /Early intervention 331 /Good feelings about early education 332 /Quality programs for disadvantaged children 333 /A good year for Head Start 335 /Two pleasing stories 335 /Names in the news 336 /Anniversaries 337 /Publications 338 /Health watch 339 /State agendas 341 /Follow-up on infant care leave policy 343 /Child support enforcement uneven 344

A Look at 1988 349

The week, the year, and the decade of the young child 349 /ABC bill first major congressional effort in 17 years 349 /Some child care developments of note, unrelated to ABC 354 /Other newsworthy early childhood programs 355 /Growth of pre-k programs 357 /Better quality requires better salaries 358 /Calls for quality 359 /We are sorry to lose 361 /Special birthdays 362 /Little baby boom 363 /Reports from the states 364 /The health scene 366 /Advertising on children's TV? 367 /What is child care? 368 /What will the new administration do? 369

A Look at 1989 373

Ending the Cold War can release resources for the world's children 373 /Child care bills stalled again by Congress 373 /New studies document problems in child care 376 /Corporate child care slowly increasing 379 /Public school child care on the rise — 17% of districts offer care 380 /Kindergartens: All you really need to know is not on a test 382 /A chorus of concern from governors, legislatures, and the Ford Foundation 383 /Television — What kind of national schoolhouse? 384 /Sadly we say goodbye 386 /Appointments, celebrations, and other happy events 387 /Rulings and regulations 388 /Reports from the states 389 /Accreditation steadily rising 390 /Demographics and the health scene 391 /Poverty's harsh effects on children 393 /It's a small world after all — Can we make it work? 396

A Look at 1990 401

Is peace possible? 401 /Head Start stories 401 /Budgets — Better news 403 /Statistics and other startling facts 405 /Peace is threatened — So is child care bill 405 /International conferences for children's issues 407 /Family and medical leaves get thumbs down 409 /Friends of children 411 /Other happy events 411 /A point worth making 412 /The year's nastiest news 412 /Some sad news 412 /New terminology 414 /Documents of magnitude 415 /Children's health — Good news and bad 418 /Money makes a difference 420 /Population issues 421 /Knocking standardized testing and retention practices 423 /One very pleasing report 424

Index 427

EARLY CHILDHOOD EDUCATION
TWENTY YEARS IN REVIEW

INTRODUCTION

Once again, as I have every year since 1971, I invite you to look back with me on the key events affecting young children in the United States. This invitation is special, however. *A Look at 1990* is the 20th report in this series. Twenty *is* an impressive number so I invite you to look not only at the events of one year, but at the whole twenty-year span, 1971 to 1991.

So many facts, so many figures, so many names, and programs and trends fill up early childhood's past twenty years. Selecting highlights has to be a personal matter. I welcome the chance to be the first to pick out the most significant developments. But the record of each year is available on the pages that follow. As you read you will decide for yourself what you think is most important.

Trends and stand-outs

One powerful trend strikes me as predominant: the flooding of women into the labor market. In 1976 Eli Ginsberg, chair of the National Commission on Manpower Policy, called this "the single most outstanding phenomenon of our century" — a very sweeping statement and one with which I agree.

This "stunning" development — many experts used that adjective — touched young children at every turn. It impacted on life at home: the size of families, the composition of families, the income of families, the hours of family living. It had repercussions directly within the field of early childhood education: the rapid growth of private for-profit child care centers, either independently owned, or branch centers, or franchised groups; the extensive involvement of churches in day care; the slow but steady awakening of public schools to the need for child care; the imperative need for school-age child care; the very slow increase in industry-sponsored centers; the mushrooming of family day care, an area so hard to supervise, yet one where most of the children are; the continuously growing need for the day care of infants and toddlers, an age where the evidence on optimum conditions and hazards is not yet all in.

A second stand-out in the 20-year span captures my attention: the breath-taking rise in enrollments in early childhood groups. *The New York Times* summed up the story in a 1986 headline: "Early Schooling is All the Rage." All groups for young children boomed, but the galloping growth of public kindergartens was outstanding. After barely holding their own for many long years, free schooling for fives suddenly, within this time span, became available in every one of the 50 states (although not yet reaching every five-year-old within every state).

The number of states that mandated communities to provide kindergartens increased. A movement toward compulsory kindergarten attendance gained strength. The number of full-day rather than part-day kindergartens grew. Kindergartens for "at-risk" four-year-olds became more and more common. *And* free public kindergartens for *all* fours became available in a few cities and states, a very dramatic development.

A third big stand: The almost unanimous support for the *idea* of early education from the widest variety of foundations, influential public organizations, and educational associations. In particular, I am pleased to realize that all the "mainline" big-name education groups have supported the concept of early schooling: NEA, AFT, ASCD, NAESP, AASA, National Association of State Boards of Education, Council of Chief State School Officers. . . . In these twenty years the field of early childhood moved from the fringes of the education "establishment" to center stage.

Survivors

Educational efforts that hung in through the whole time span stand out as I look at the span. Most prominently, of course, is *Head Start,* which marked its 25th birthday in 1990. Seldom has any program received such lavish praise (although the bank notes were far behind the love notes). President Carter called Head Start "one of the beautiful things about the United States"; President Reagan said, "Thanks to your hard work, America is turning out winners"; President Bush described the program as "a national treasure." Glowing words indeed!

Television — that "school" that reaches more young children than any other — had its survivors. Most noteworthy: "Mr. Rogers' Neighborhood," begun in 1969, the longest running (and best) children's series on public television. Another very durable teacher, "Sesame Street," 22 years old in 1990, reaching out to millions of children in tens of countries the world over. "Romper Room," begun in 1953, also hung in there.

Benjamin Spock's *Pocketbook of Infant and Child Care,* (four revisions and more than 30 million copies sold!), and *Infant Care* and *Your Child from One to Six,* the government's best-sellers throughout the two decades, win prizes from me for their staying power and high quality.

Poverty's stronghold continues

Another survivor, a very different kind, this one *mis*educative, also stands out: stubborn, resistant, intransigent *and* exceedingly hurtful *poverty.* In twenty years we have made no progress whatsoever in reducing the percentage of young children in its grip. Obviously we have waged the war on poverty ineffectively and given up the fight too soon.

Remarkable happenings

Certain specific achievements catch my eye as I look back over the 20 years:

. . . the **eradication of small pox** worldwide in 1979, the official end of one dread disease;

. . . the speed with which other states followed Tennessee's 1978 lead **requiring seat belts for children under age four,** laws that saved many young lives;

. . . the parade of states started in 1980 by the Kansas **Children's Trust Fund,** many of them using monies from marriage licenses and birth certificates to help cope with child abuse;

. . . the birth in 1978 of Baby Louise, the first so-called **"test tube baby,"** followed through the years by many other successful similar births — a boon to that group in whom we all have a great stake: parents who really want children;

. . . the U.S. Supreme Court's sensitive 1973 **Roe v. Wade** right-to-abortion decision which, along with other virtues, prevented many unwanted children from being born into the world with countless strikes against them;

. . . the 1982 establishment of the **House Select Committee on Children, Youth and Families,** source of excellent reports and a clear voice in Congress on behalf of youngsters;

. . . the growth of **services for preschool handicapped children,** a great gain in the 20-year span thanks to P.L. 94 – 142 and P.L. 99 – 457.

I have puzzled about whether to include in a list of achievements the steady but so-slow improvement in our infant mortality rates. My conclusion: *No*. The rate has gone down but overall we rank 18th in the world, and the ranking of mortality of Black infants is 33rd, just ahead of Hungary and Chile. There can be no prizes for any of that! *The New York Times* in an August 1990 editorial said it well: "Born in the U.S.A. — It should be a matter of pride. But for many children being born here constitutes bad luck."

Reports of significance for young children

Report after report about young children filled the bookshelves from 1971 to 1991. Almost surely each reader will have favorites. I pick out four that markedly jogged my thinking (although their impact on the country's actions was not always so sharp):

- *Windows on Day Care,* the startling 1972 survey by the National Council of Jewish Women, revealing the sorry state of private-for-profit centers ("Only 1% really good . . . half poor and some heart-breakingly poor.").
- *The Report of the Surgeon General's Advisory Committee on Television and Social Behavior,* also 1972, spotlighting the causal link between TV violence and subsequent aggressive child behavior. The warning by Alberta Siegel, a member of the committee, holds true even 18 years later: "Our society is paying a high price for TV's "free" entertainment, vulgar and tawdry, with its unrelenting themes of murder and mayhem."

- In 1984, *Changed Lives: The Effects of the Perry Preschool Programs on Youths Through Age 19*, the High/Scope Report with facts and figures and — a distinctive contribution — identifying dollar-values for the benefits of *high quality* preschool education, an approach which has impressed legislatures and boards of education the country over.
- NAEYC's *Developmentally Appropriate Practice in Early Childhood Programs Serving Children from Birth Through Age 8*, a 1987 report concretely showing the continuity of development and desirable practices over the whole early childhood span and, as a by-product, giving us an easily memorable acronym: **DAP.**

Worth repeating . . .

Certain quotes still tickle me as I look back over the 20 years. Among them:

Art Buchwald's most unusual suggestion in 1977 for dealing with the pressures on young children in school: "Send 5- and 6-year-olds to college first. Their minds and bodies are too fragile to take on the tasks their teachers now assign to them (in kindergartens and first grades), while college is the perfect place for them to have their first taste of school. Give them a chance to join fraternities and sororities, go to football games and frolic."

Ellen Goodman's clever words in 1977 lamenting the lack of school-age child care: "Our schools continue to operate just as if there were mothers at home. School hours are like the old banking hours. Kids can be deposited and withdrawn only at the convenience of the institution. Never mind the customer."

David Weikart's 1978 conclusion from an early report on his Perry Preschool Research: "What's good for children appears also to be of benefit to taxpayers."

T. Berry Brazelton's low-keyed observation in 1983 about the push for hard-core teaching of young children: "Everyone wants to raise the smartest kid in America."

Edward Zigler's 1988 case for public support of child care: "Why do we pay school taxes? Why do we educate children? Because we don't want stupid people. And for the same reason we should be willing to pay taxes for quality day care."

Celebrations

These jibes are gentle reminders that the 20-year span had many rough spots. The trouble areas are the more depressing when one counts up the number of unusual celebrations during the two decades that could have given children's causes a boost.

1973 was the 100th birthday of public kindergartens in the U.S.

1975 was designated by the United Nations as "International Women's Year."

1976 was our country's bicentennial. The widely publicized slogan at the time was "Birthdays Are for Kids" but children were not the center of attention at the party.

1976 was also an important birthday year for NAEYC, its 50th anniversary.

1979 was officially named "The Year of the Child" by the U.N.

1990 was the year for the U.N. World Summit for Children.

Six "power years" in the 1971 to 1991 span! One wishes more good for children had come from them.

Finding funding—and answers—still difficult

Our lack of progress in getting good child care is the greatest letdown of the two decades. The federal government has given little help. From Nixon's veto in 1971 through the Ford veto in 1975, to the stalemate between President Bush and Congress in 1988 and 1989: nothing happened. No increase in aid. No federal standards. In 1990, the last year of the 20-year span, a child care bill was passed. Some called it "landmark legislation." Some said, "Child care takes a tiny step." All agreed: It was a miracle that any money for child care was found in the empty federal coffers. Perhaps one simply must have patience. After all, one hundred years after the first public kindergarten was born in the U.S., five of our forty-eight states still gave no aid at all to fives! But it is hard to have patience when the need for good child care is so obvious and the solution so well-known.

One gain was made prior to the 1990 bill: In the course of the 20 years, working parents received increasingly generous tax credits for child care and could claim the credits with increasing ease. This helped many parents — no doubt about it. The estimate is that eligible parents saved almost four billion dollars on their taxes. One can welcome that news and still wonder whether this was the best way for our country to use public money to get good child care.

I have mentioned "survivors." Child care had its own special "survivors": the continuing low pay for child care workers . . . the continuing high turnover of staff (more than 40% in centers, 60% in family day care) . . . the continuing lack of training for child care workers . . . the continuing shortage of "top-quality" child care centers and, in fact, the scarcity of any kind of "slots" — (what a terrible word!) . . . the continuing inadequacy of licensing requirements and of staff to enforce what standards that do exist . . .

Everyone talked about "affordable" quality child care. But without tax subsidy or some other endowment "affordable quality care" is an oxymoron, clearly a contradiction in terms, but we refuse to face that fact.

Looking at 1971 to 1991 one fact stands out: Child care is the baby no one wants, the rejected child. For two decades answers to basic questions were not found: Is child care just a business like any other free private enterprise? Or is it an educational activity intended to profit only parents and children? Is this a new job for the schools? Or for our churches? And who should pay for child care? Working parents on their own, unaided? Employers? All of us because we all benefit when children are well-cared-for? Is this a job for Washington? Or our states? Or local communities? Since no one agency gladly staked out a claim, child care continued to exist "on welfare," living off those least able to bear the burden, the underpaid child care workers.

Another survivor — Head Start

I have to list Head Start as my second disappointment of the span, despite all the kind words said about it. Head Start survived and that is, of course, very good news. In surviving it did many good deeds — for the parents it involved; for the eleven-million-plus children it served, and especially its many handicapped preschool youngsters; for the tremendous boost its very existence gave to public kindergartens, nursery schools, child care centers and to small, newer programs like Chicago's Beethoven Project, Even Start, and the Comprehensive Child Development Centers, and to the many state programs serving "fours at risk." Our country got more than its money's worth from the program.

One might almost call Head Start an over-achiever. In terms of its potential, I think of Head Start as an *under*-achiever (and I regret I feel this way).

Head Start survived, but so too did all its long-standing handicaps. It entered the time span and left it with too few programs reaching too few children . . . with hard-working but badly paid staff and high turnover . . . with inadequate staff training and supervision . . . with hours that don't fit family needs. And while Head Start itself survived, many of its very promising offspring did not. Home Start died. Health Start vanished. Parent and Child Centers lasted, managing to eke out a meager existence. But worst of all: A crucial standard has slipped. Class size — once right for disadvantaged five-year-olds and the program's saving grace — has increased, even though Head Start now serves primarily fours- and sometimes even three-year-olds. It is no longer "super-special," the kind of program needed by children already disadvantaged.

Head Start got lots of love, especially from the parents it served (and from politicians), but parents couldn't and politicians wouldn't give the program the hard cash needed to do the job that could be done.

Some great losses for children

Losses took place in the 20-year period. Although the number of colleges offering graduate and undergraduate programs in early childhood education increased, as has the number of community colleges working in the field, I am saddened by the reminder of the passing of two top-flight early childhood teacher-training schools: New York City's Mills College (1909 – 1974) and Detroit's Merrill-Palmer Institute (1920 – 1980); and of the departure from the scene of Iowa's Institute of Child Behavior and Development (1917 – 1973).

Another loss: Just as the steam went out of our war on poverty, so too we lost our enthusiasm for immunizing children against the completely preventable childhood diseases. Lost our enthusiasm?

It is more accurate to say that we lost our will to spend tax money on children.

Looking back I am also taken by the great loss children suffered when there was no longer a respected early childhood leader of national standing in Washington officialdom. **Edward Zigler,** on leave from Yale University, headed what was then called the Office of Child Development from 1969 to 1972. In that brief time, the Office attracted professional staff, sparked new ideas and exciting new programs. My impression is that, since then, Washington officialdom responsible for young children has had too few ideas or too little clout, or both.

Concerns for all humans

Some bigger worries also gnaw away at me, now that I have looked back over twenty years.

Overpopulation tops the list. In 1975 four billion peopled our world. By 1987 — so short a time — the number had grown to five billion! Today's young children are in for big trouble unless that trend is stopped.

They are in for trouble unless we can end the earth's warming.

And trouble stares young children in the face — and all of us — if we can't find solutions to AIDS and to drug abuse.

I do take some solace from the fact that in 1990 the *Bulletin of Atomic Scientists* set its famous clock back to ten minutes before midnight, the symbol of doomsday. Young children and all of us gained a little breathing room from the easing of super-power tensions but we are all still uncomfortably close to Armageddon.

In 1976, Lois Meek Stolz, NAEYC's first president, at the association's 50th Birthday Conference threatened: "If you don't work on quality, 50 years from now I'll come back to haunt you." Looking at 1971 to 1991 we deserve some credit: We did *work* on quality. Whether we achieved enough through our efforts is hard to say.

Impressive accomplishments

I think the Council for Early Childhood Professional Recognition deserves a bow for its work in this connection. Founded in 1971 as the Child Development Consortium, surviving through countless ups and downs, it has succeeded in creating a new kind of early childhood worker: not a teacher, not an aide, but a Child Development Associate, a CDA. Its output over the years is quite astounding: more than 27,000 CDAs, most of them on the staffs of Head Start and child care centers where workers with some professional preparation is especially needed. I must confess that I worry because too many groups seem to think they are adequately staffed if they have one CDA in charge. They forget the definition: "Not a teacher, not an aide." But — no doubt about it — through the years the creation of CDAs has given quality a lift.

NAEYC's efforts to improve program quality

I bow even more deeply to the National Academy of Early Childhood Programs, founded in 1984. This was a bold step by NAEYC, establishing its own voluntary accreditation machinery, and a tough one at that, involving rigorous self-study and on-site visitation by outside validators. The process is a demanding one — about 15% of applicants are left by the wayside. The numbers of those who have succeeded are very impressive: More than 1,000 centers made the grade by 1990 and were admitted to the Academy. The Academy includes every kind of early childhood group: public, private for-profit and non-profit, Head Start, child care, nursery school, kindergarten. Membership in the Academy is sure to grow. In 1990 more than 4,000 additional centers were in the process of accreditation.

The amazing growth of NAEYC itself is one more very impressive evidence of early childhood's concern with improving quality. The increase in members from 19,406 in 1971 to 74,000 in 1990 is breath-taking. Just as impressive: The number of local, state and regional Affiliate Groups in the U.S. grew from 122 in 1971 to 413, and spread out to include Guam, Puerto Rico, Bermuda, Virgin Islands, Korea, Japan and Europe. This membership gives NAEYC a voice sought out and listened to by the nation's press and politicians.

In addition to all of this, NAEYC has increasingly included many caucuses and numerous closely allied associations with such focused interests as early childhood teacher education, state department specialists, campus child care, etc. Obviously numbers in and of themselves do not ensure quality. But the numbers stand for humans, early childhood workers, who read the excellent journal *Young Children*, who attend conferences in amazing numbers and who increasingly become outspoken child advocates nationally and in their states and communities.

One cautionary note

I can't resist gratuitously passing on one word of caution. Rapid growth and huge size, while pleasing to see, sometimes bring troubles in their wake. I worry about the danger that early childhood—the field, the organization—may become bedeviled by internal competition as so many workers from varying settings, often with conflicting priorities, come together: competition for staff between Head Start, child care and school programs; competition for organizational support between non-profit and for-profit groups; divisive arguments over staffing and standards and funding. . . . The young children's cause gained such great strength in the 1971 to 1991 span. I fear, at times, that it will take unusual trust and strong leadership and endless discussion to avoid a splintering of that strength as "our tent grows larger."

Organizations

While NAEYC was growing, the field lost one professional association. **EKNE,** born 1884 as the NEA Department of Kindergarten Education, died in 1976. Four other groups, alive at the beginning were still flourishing at the end of the 1971 to 1991 span. The Southern Association on Children Under Six, **SACUS,** continued to expand—almost 16,000 members in 13 states in 1990—continued to hold excellent state and regional conferences, and to issue valuable position papers. **ACEI,** the Association for Childhood Education International, with vice presidents representing infancy and early childhood, functioned in the same useful fashion. As the oldest of the associations, **ACEI** was gearing up for its 100th birthday in 1992. Parent Cooperative Preschools International, **PCPI,** continued to give leadership to a very faithful following of co-op nursery schools in the U.S. and in Canada. The World Organization for Early Childhood Education, **OMEP,** and its very committed U.S. National Committee, carried on. One other organization, not limited to the early childhood years, but of prime importance to young children, Action for Children's Television, **ACT**, born in 1968, continued its important efforts.

Beginnings

In addition to the old forces, it is reassuring to see so many very vigorous, new organizations come on the scene, each working to ensure better lives for children:

High/Scope Educational Research Foundation, born in 1970, publishing its own magazine three times a year, holding conferences, doing research, and issuing reports;

Children's Defense Fund, born 1973, well-staffed and a "bully pulpit" for its sharp-tongued and highly respected spokesperson, Marian Wright Edelman, publishing the informative *CDF Reports* and other significant studies;

Center for Parent Education, born 1978, home-base for Burton L. White and his outspoken *Newsletter,* also sponsoring conferences and courses;

Child Care Information Exchange, another newborn in 1978, publisher of the magazine of the same name and sponsor of conferences, primarily for child care directors;

Child Care Employee Project, conceived in 1977 but born under its present name in 1981, a fact-finding and fighting group dedicated to the proposition that children in day care will never get a good break until their teachers do;

Ecumenical Child Care Network, born in 1984 as an outcome of a study of 87,000 churches affiliated with the National Council of Churches. Findings revealed the great extent to which churches had become the country's providers of child care.

Young children are safer with so many good people at their side.

Predictions

Looking into the future is always a tricky business. Two "bloopers" in 1971 to 1991 showed the hazards. **The first:** In 1978 the Centers for Disease Control proclaimed the bold goal of making "Measles a Memory by 1982." In the target year CDC announced with fanfare that the campaign had succeeded — measles as a domestic disease was a goner! But bad news lay ahead. In 1986, 1987, 1988, 1989, and 1990, measles outbreaks of worrisome proportions hit many parts of the country.

The second miss: In 1970 the Child Welfare League of America, worried about the impact on quality of the new and fast-spreading franchised child care centers, set up a four-year study to monitor the matter. In 1974 William L. Pierce, director of the study, concluded that there was no need to worry: "For all practical purposes franchising in day care is now dead." Not everyone believed the obituary, however. Kinder-Care, which had two centers in 1969, opened its 1,000th center in 1980. In 1990 it had 1,252 centers in 700 locations in 40 states and in Canada. And Kinder-Care, while the largest, was not the only franchise program.

More predictions

What does the future hold for Early Childhood Education? Even though only "fools rush in where angels fear to tread," I offer three predictions (with fingers appropriately crossed) after looking back on the advances and gaps of the past 20 years. For better of worse, my forecasts are:

1) that public programs open to all four-year-olds are "in the cards," bound to multiply. They may be called pre-k. Just "four-year-old groups" sounds good to me.
2) that public programs for fours and fives and the primary ages will have to include "child-care hours" to meet the needs of families; and
3) that concern about adult-dominated, too bookish, and overly large groups for fives and sixes will go on and on. It has for decades. And now we will have another age to try to protect fours, doing all we can to ensure that they get a decent break in their school groups.

Some hopes and dreams

I want to offer four wishes also. These are not predictions — I don't feel that confident about them — but they are heart-felt hopes (and dreams sometimes do come true)!

1) I wish that we would, at long last, extend free public education down to age three. Good group living, which we have known to be possible since about 1920, should cease to be the privilege of just a few lucky children.
2) I wish that we would pay all teachers of young children, no matter what their group is called, an attractive wage geared to their training and experience;
3) I wish we would pass a truly generous Family and Medical Leave Act. Working mothers should have ample, worry-free time to be with their infants and/or sick children. That seems only fair and decent, good both for mothers and their children.
4) I wish that we would continue to cut back, as America has so often in the past, on the number of hours people must work in a day to earn a good living. With today's technical advances a 30-hour work week should be very possible. Nothing could do more to lessen fatigue and stress on working mothers, and on their children. Nothing could do more to make good child care a very simple proposition.

Back to predictions

One last which can be said with full confidence: I predict that all forms of early education will continue to be "the rage." But this does imply one big task, that of helping everyone to understand, as Nell Goldsmith once said, "Only good groups are worth a damn." Good groups? They simply call for teachers trained to work with young children; for class size that is right for the age; for appropriate challenging equipment . . . and these only cost money. It is as easy as that.

I cannot invite you, as I have always in the past, to "join me a year from now." This is the last of these reports. Twenty is a good time to stop! But I can invite you to go through the years 1971 to 1991 to compare your impressions with mine about how well young children have fared, and how well our profession has served them. And there are all the years from 1991 on when we must each in our own ways do all we can to make childhood a safe and happy and challenging time.

EARLY CHILDHOOD EDUCATION
TWENTY YEARS IN REVIEW

A LOOK AT 1971

A bad year for education

What happened in early childhood education must be seen against the backdrop of what happened at all levels of education. Briefly, bluntly: 1971 was a bad year for education, a year of trouble for schooling at every age.

A report in *Newsweek*, March 22, says: "The nation's institutes of higher learning find their financial structures in near shambles."

Time, October 4, records Dr. Mark Shedd, Superintendent of Schools in Philadelphia, as declaring: "The urban schools of the country are dying of financial strangulation."

And one suburban school superintendent spoke these words: "Many suburban schools are facing belt-tightening when there are no notches left."

The nation's Catholic parochial schools, which have been closing for the past five years at an average rate of one per day, continued their closings in 1971.

Inflation, the recession, and our determination to spend so much of our money on war combined to create a worrisome, nasty squeeze. Voters, feeling poor, rejected proposals to increase school budgets. The result was larger class size in many schools; a few temporary closings of whole school systems; the threat of a shorter school year in some others; and cutbacks on art, music, drama, physical education, and special education classes. *The New Republic* opened its lead editorial with this stark statement on December 11: "Public schools the country over are slipping into bankruptcy."

A defeat for early childhood

One could not expect many glad tidings for early childhood education in such times. So it was no surprise that the biggest 1971 story is the story of a defeat: the veto by President Nixon of a bill that would have authorized a federally aided child care center program.

The bill had two quite special provisions. It called for a "comprehensive child development approach" — not mere custodial care but a sensitivity to children's social, emotional, physical, and intellectual needs. And secondly, while the child care center services would have been free to families with an annual income under $4,320, children from families with a higher income could also have used the centers, with their parents paying a sliding scale of fees.

Many in Congress labored for the bill. Senator Walter Mondale of Minnesota and Representative John Brademas of Indiana spearheaded the efforts. The bill passed the House 210 to 186, and triumphed in the Senate 63 to 17, with wide support from organized labor, civil rights groups, the women's liberation movement, many church groups, and, of course, early childhood organizations. Even the American Academy of Pediatrics went on record urging that "a federally assisted network of comprehensive child development programs be established at this time."

In 1969, in a special message to Congress, President Nixon had called for "a national commitment to provide all American children an opportunity for healthful and stimulating development during the first five years of life." But apparently President Nixon did not mean at this time . . . or . . . in this way. Mr. Nixon gave nine reasons for his veto. Cost was thought to be the most important. The bill authorized spending up to $2 billion. The veto message seemed to say, in part: We just don't have the money. . . . We can't swing it. . . . We can't spend that much on children.

A personal comment: Many age-level characteristics make young children hard to live with at times. Young children are imaginative, curious, active, noisy, messy. . . . I think I know the characteristic that bothers us most: They are expensive! We like young children best when they don't cost much money. Unfortunately, they seldom come cheap.

Many states make advances

The big story was of a defeat. But the year did bring advances. Arizona achieved state aid for kindergartens in 1971. West Virginia began state-aided public kindergartens in 1971. Texas and Tennessee, which are adding public kindergartens gradually, both increased the number in 1971. Ten states still do not provide state aid for kindergartens: Alabama, Arkansas, Georgia, Idaho, Kentucky, Mississippi, Montana, New Mexico, North Dakota, and Oregon. In 1971 the legislatures of Idaho, Montana, and North Dakota considered bills for state aid but voted . . . NO.

The year 1973, just two years away, is the one hundredth birthday of public kindergartens in the United States. It would be good news indeed if all 50 states could "make it" within the first one hundred years.

Advances in day care: Three "showcase" programs

1971 saw advances even in day care. In February the Department of Health, Education and Welfare opened a day care center for 60 children of its employees. In April the National Education Association opened a day care center for the children of its employees. In June the U.S. Office of Education converted its Executive Dining Room into a day care center for its employees. In all three parents pay a fee determined by their income. The agencies pay the balance.

These are small centers but inevitably they will be showcase programs, for better or worse. Day care will be on display in the nation's capital: in the national headquarters of the teaching profession, in two government buildings, plus, of course, the Center in the Department of Labor set up in 1968. If these agencies know — and they should — that quality care of children is never cheap, they can show good child care programs very prominently, for many to see.

As a sidelight: The three centers are under three different managements, highlighting the unresolved question, "Who should be responsible for day care?" The NEA Center is run by the National Capital Area Child Day Care Association, a private non-profit organization. This group also runs the Head Start and Model Cities Centers in Washington, as well as the Department of Labor Center. The Office of Education program is run by the Far West Educational Laboratory, a federally funded lab based 3,000 miles away in Berkeley, California. And the HEW Center is managed by an industry, Thiokol Chemical Corporation. Thiokol Chemical produces rocket fuel and rocket engines, magnesium flares, and riot control devices. Hopefully some qualification other than their production of riot control devices won Thiokol the contract for managing a child care center!

Health Start is born

Still another advance in 1971: a new program of promise, *Health* Start. To use the language of the commercials: "Brought to you by the same people who bring you *Head* Start," the very busy HEW Office of Child Development.

Health Start began in July, a summer experiment, designed to provide the same health services Head Start does, but reaching out to children who are not in Head Start groups. Health Start provides screening tests to detect developmental problems; physical exams; vision and hearing and dental examinations; immunizations; blood tests and urinalyses; and special tests, when indicated, for such problems as intestinal parasites, sickle cell anemia, and blood poisoning. *And* the goal is more than examination and diagnosis. A Health Start coordinator stays on the job year-round to make sure each youngster gets any treatments needed.

Seven urban centers and 22 rural Health Start Centers on the mainland and in Puerto Rico served 10,000 young children in the 1971 summer. The program is now being evaluated to see whether or not it should be funded a second year. But on the face of it, Health Start looks like one of the 1971 "goodies" for the under-six age.

Born: A national center for child advocacy

The busy Office of Child Development also established (in May) the National Center for Child Advocacy, carrying out a recommendation of the 1970 White House Conference on Children that there be a spokesman, a defender, an "advocate" for children. Dr. Frederick C. Green, associate chief of the Children's Bureau, adds: "Advocacy for the needs of children *and families*. The needs of the child are inseparable from those of his family."

The National Center for Child Advocacy has headquarters in Washington and two local bases and includes two interesting subdivisions, one a new idea and one an old. The new: A Children's Concern Center, which will accept inquiries from *any* parent, *any* citizen, about *anything* that relates to child care and family life, with the assurance of a prompt and considered response. The old: a historic concern of the Children's Bureau, a Division of Vulnerable Children, watching out for and speaking up for high-risk youngsters, those who need advocacy 365 days a year, boys and girls such as those in need of adoption; those in institutional care; the children of adolescent parents; abused and neglected youngsters.

Two survivors

But "the new" is not the only news. Given the economic climate in 1971, it was noteworthy that some programs held on.

Head Start continued, now in its seventh year. It served 78,000 children in full-year, full-day programs; 187,000 in full-year, part-day programs; and 117,000 in summer Head Start—about 380,000 in all. Some communities lost their Head Start groups because of the economic pinch, but Head Start was clearly still a program of magnitude in 1971. And one still plagued by its two persisting problems: quantity and quality. Head Start is not funded adequately. It cannot reach all the children who need its help. I estimate that we fund Head Start so its full-year programs touch no more than one-fourth of the boys and girls who need them. As for quality, Head Start serves those who have already had a rough time in life. Head Start should have the best of our teachers, the best local administration. It doesn't always work out that way.

One minor 1971 Head Start change: From the beginning, groups have been allowed to enroll up to 10% of their children from non-poverty families, to create more heterogeneous, more stimulating groups. Beginning September 1, 1971, non-poverty families were required to pay a fee, adjusted to their income.

Another noteworthy continuation: Parent and Child Centers, the program for poverty's children *under* age three and especially for their families. Still a small program, 33 Parent and Child Centers were funded by OCD in 1971 and three by the Office of Economic Opportunity—about 3,500 children served. A drop in the bucket, yet every drop is significant at infancy and toddlerhood, age levels increasingly being recognized as holding great developmental importance.

Sesame Street" and other TV programs

"Sesame Street" began its third year of telecasting in November, another noteworthy continuation. Joan Ganz Cooney, the program's originator, told of one new 1971 note: "Sesame Street's immunity to criticism seems to have faded." A reporter put it this way: "The potholes are showing on Sesame Street." The program maintained great popularity, but 1971 did confront it with many questioning words and in very public places. BBC, the British Broadcasting Corporation, turned "Sesame Street" down because it considered the program's aims to be "authoritarian." The head of BBC's Children's Television Division put the objection this way: "Right answers are demanded and praised. This sounds like indoctrination."

Israel also declined the chance to show "Sesame Street" on its educational channel. Why? "Not educational enough."

And there were other harsh words. John Holt in the May *Atlantic Monthly,* under the title "Big Bird, Meet Dick and Jane," praised the technical skill of the show but panned its content and educational methods. Holt's assessment: "The show aims too low. . . . It misunderstands the problem it is trying to solve. . . . Much that is done is clumsy, misleading and just plain wrong, typical of the worse things done in schools."

Helen L. Beck, in a paper presented to the American Orthopsychiatric Association in March, called "Sesame Street's" choppy, fragmented presentations "oral aggression" committed on the younger viewer.

"Ripples," the program developed by National Instructional Television, continued to win praise — two "Emmys" and one Award for Excellence from the Ohio State Awards. But 1971 was, for the most part, a year of richly deserved sharp criticism for much of children's TV. "Romper Room" was charged in November before the Federal Trade Commission with giving 45% of its air time to commercials. And that was probably not the worst thing that could be said about "Romper Room."

The Federal Communications Commission held its first-ever "official inquiry" into children's television, pushed by ACT, Action for Children's Television. The Commission received 100,000 letters from parents and teachers, the largest response in its history. The Commission is still studying the whole area.

The *Christian Science Monitor,* in an October editorial, best stated the 1971 situation in children's television. It recommended that programs be required to carry a notice similar to the one on cigarette packs: "Warning. This program may be harmful to the mental health of your child" — a somber thought when one knows that the TV set is early childhood's most important school, the one "school" where all our young children go.

Changes

Some job changes of national interest took place in 1971. **Millie Almy,** past-President of NAEYC, left Teachers College, Columbia, in favor of the University of California at Berkeley. **Ralph Witherspoon,** another NAEYC past-President, left Florida State University when it closed its Institute on Human Development; he is now on the faculty of the University of South Carolina. **D. Dwain Hearn** replaced Robert Gilstrap as executive secretary of EKNE, the American Association of Elementary-Kindergarten-Nursery Educators. **Robert Gilstrap** moved to the faculty of George Mason College in Virginia. **Willard W. Hartup** succeeded **Harold Stevenson** as director of the Institute of Child Development at the University of Minnesota. Stevenson moved to the University of Michigan.

Another move: Allan Leitman's **Early Childhood Education Study,** a source of films, publications, and ideas in early childhood, once funded by Head Start, is now on its own, operating a national program from a new address: Advisory Council for Open Education, Cambridge, Massachusetts.

Deaths

Each year of course must bring its sad news of deaths. In 1971: the tragic accidental airplane-crash death of **James E. Allen,** former U.S. commissioner of education, former head of the New York State Department of Education. The death of **Helen Dawe,** retired from the University of Wisconsin, long an early childhood leader in her state. And the death of **Milton Babitz,** chief deputy school superintendent in California, serving at the time as chairman of a statewide Task Force on Early Childhood Education.

Another "death" in 1971 must be recorded, although not all will regard this passing as surprising. The American Child Centers, the most publicized of the franchise day care centers — sometimes jokingly called the "Chicken-Little Centers" and the "Fried Chicken Centers" — sold their model building in Nashville and ended all their operations. Whether this was an isolated business failure or whether the effort to mix profits and the care of young children will always lay an egg, only the future will tell.

In 1971 some business people still hoped that big money could be made by looking after young children. A four-part July-August series in the Dow Jones business and financial weekly, *Barron's,* listed 51 companies in the child care business. The articles were full of new, strange-sounding "professional" terms like "cost-mindedness," "promoting productivity," "holding the line on payrolls." The series ended on this crass note: "Day care is where the action is and it promises to be where the financial rewards are."

And in 1971 — you can see why — the Child Welfare League of America set up a special project to watchdog the invasion of day care by business. The director, William L. Pierce, coined a word which may become 1971's contribution to educational jargon. Pierce spoke of "huckstercrats," those in business and in government offices motivated more by the need for profit than the needs of children.

A birth

1971 saw the birth of a new commercial magazine, *Early Years,* for preschool teachers through grade three. James E. Allen, whose untimely death was mentioned earlier, was chairman of the editorial advisory board.

The professional associations

1971 was the year for a **World Assembly of OMEP,** the World Organization for Preschool Education. OMEP met in Bonn, West Germany. Two hundred U.S. participants made the trip. The theme of the week-long meeting was "The Educational Role of Play" — with many reports from the world over about the lack of understanding of the value of play and its function in the life of the child. The next OMEP World Assembly: 1974, Caracas, Venezuela.

ACEI held its Annual Study Conference in Milwaukee in April. One interesting organizational detail: a change in the titles of ACEI officers from grade-level headings — vice-presidents representing nursery school, kindergarten, primary, intermediate — to new developmental designations: vice-presidents representing infancy, early childhood, later childhood, adolescence.

Following heated discussion at the Milwaukee meeting and a mail ballot in May, ACEI voted to revert to two categories of membership: regular members, who receive the journal *Childhood Education;* and a less expensive category, associate members, who do not. The associate membership category may help local branches hold and attract members but it also means that many "members" will no longer see the journal, a real loss to them. The new category may also mean a financial loss to the association. The outcome of this hard-fought issue was undoubtedly influenced by the rough financial going for teachers in 1971.

NAEYC met in Minneapolis in November. Edward Zigler, head of the Office of Child Development, chose this forum to announce a large-scale effort to establish a new category of child care workers: **Child Development Associates,** men and women trained to be more than aides, yet not intended to replace teachers with four-year college degrees. In 1972 the OCD will develop training courses and help set up a national system of certification and accreditation.

Enrollments, jobs, and a "baby bust"

The plan for Child Development Associates was inaugurated because Washington anticipates a steady increase in early childhood enrollments in the decade of the 1970s. A report issued in October 1971 by the U.S. Office of Education supports this expectation. The report shows that 40% of America's three-, four-, and five-year-olds were in school in 1970. Seven years ago the figure was 25% — a sharp and very dramatic increase.

News of the jump in early childhood enrollments and the announcement of the big, new training program for Child Development Associates must have puzzled many early childhood specialists who could not find a job in 1971. And, for the first time in a long time, there were people trained in early childhood yet unemployed.

The NEA estimated that 100,000 teachers of all age levels could not find jobs. As one specific case, the Newton, Massachusetts, public schools in July reported 4,000 applications for 140 teaching vacancies. In 1971 one heard talk of a "teacher surplus," even in early childhood education. "Teacher surplus" surely was the prize example of misleading labeling. Anyone who knows our overcrowded kindergartens; who knows the need for public nursery schools for four-year olds; the need for more Head Start, for more Parent and Child Centers, for more and better child care centers *knows:* There was no surplus of teachers in 1971 — there was vast *under*-hiring of teachers!

Figures released in September by the Census bureau are relevant at this point. The United States had 15.5% fewer children under age five in 1970 than in 1960. In addition, the birthrate for the first eight months of 1971 was 3% lower than for the same eight months in 1970. These dramatic decreases led to newspaper headlines about a "baby bust," the opposite of a "baby boom."

Clearly we will have to make a choice in the years ahead. We can hire fewer teachers because we will have fewer children. Or we can train and hire more teachers, taking advantage of the lower birth rate to achieve decent class size, and to start the needed new programs for the millions of young children not now being served at all.

Early childhood expansions

In 1971 there was talk that could move us in the latter direction. The California Task Force on Early Childhood Education appointed by State Superintendent of Schools Wilson Riles — 24 lay members and professionals — after six months of study recommended that "all children from age four up be served by a publicly supported school."

Another Task Force on Early Childhood Development — this one appointed by the Education Commission of the States, chaired by Governor Rampton of Utah, made up of 24 national leaders in political life, business, labor and education — issued a report with many specific recommendations all grounded on this central idea: "Early Childhood Education is not a panacea for the social ills of our society but it is certainly a prerequisite to solving many of them."

The May issue of *Educational Leadership* and the September issue of the *National Elementary School Principal's Magazine* were both special issues on early childhood education. Clearly the needs of young children were on many people's minds. And not only in this country. The executive board of UNICEF, the United Nations International Children's Emergency Fund, meeting in Geneva in April, directed the secretariat to prepare a report by 1973 on programs and planning for preschool children the world over. All this attention to the importance of the early years ought to lead to some good developments. Hopefully the words on people's tongues will move their hands a little in the direction of their pocketbooks.

Many promising developments

One promise was made for 1972: another new program by the Office of Child Development. We have Head Start, Health Start and, in 1972, *Home* Start. Home Start, as the name implies, will be home-based, home-centered, attempting somehow to bring the comprehensive services of Head Start to 2,500 children and their parents at home.

1971 actually had many thumbs-up reports from all over. An executive order by Governor John Bell Williams established a Mississippi Child Development Council. This opened doors to federal funds for Mississippi young children that had been closed until this action. . . . There were new day care regulations in Oregon and in Colorado . . . new training programs in early childhood in the two-year community colleges of Kansas, Connecticut, and Anchorage, Alaska, and at the University of Alaska . . . new four-year programs leading to early childhood certification at Greeley and at Fort Collins, Colorado, and at Oklahoma State University . . . a new graduate program in early childhood at the University of Miami . . . a small but significant start in preparing teachers of children under three years of age at Hunter College in New York City and at New York University.

Day care centers were built into high schools — good centers for young children, training centers for adolescent boys and girls: a beautiful modern center in Hillsborough County, Florida; five new centers in Cincinnati high schools. . . . A great expansion occurred everywhere in private nursery schools. . . . Model Cities funds were used for young children: at an early childhood development center for four-year-olds in Tulsa; an infant day care center in Seattle; 24 additional kindergartens in Albuquerque. There were happy tidings for young children from all over the country — from Karluk, Alaska, which opened a preschool as a part of its free public school program (there are 86 people in Karluk, which is on Kodiak Island), to Chicago — population over six million — where Mayor Daley created a new Office of Child Care Services . . . more glad tidings than any one could ever know about, in big cities and small.

A better tax break for working parents

One "happy happening" in Washington must be recorded. President Nixon did veto the Child Care Bill but he approved, in December, the Tax Revision Bill, which provided a major tax break for working parents of young children. The revised tax bill allows working mothers to claim as a deduction up to $4,800 a year for babysitters at home, or from $2,400 to $4,800, depending on the number of children, for day care outside the home. The previously allowed deduction for child care: a maximum of only $900 a year!

The 1971 revision also greatly widened eligibility for the deduction. The full deduction may be claimed by those earning up to $18,000. Lesser deductions are allowed on incomes up to $27,600.

The new rules may mean more jobs for maids at home, or more private day care programs or, hopefully, better programs, now that working parents will be a little more able to afford good services for their children. This bill that the President signed recognized three facts of life: Mothers are working; mothers have children; the care of children costs money.

Miscellaneous notes

Certain notes appeared, disappeared, reappeared in 1971, not tied to any one specific event but persisting nevertheless. **One:** A heightened awareness of the dangerous toys available to parents to buy: toys too flammable, toys that might cut or puncture a child. **Two:** Steady reminders to parents and to teachers not to impose sex-role stereotypes. Beware of selling a bill of goods about "little girls do this" and "little boys do that" because they don't always. **Three:** Excitement, pleasure, headlines whenever a male teacher ended up in nursery school, kindergarten, Head Start—a growing feeling for the value of "the man's touch" in these groups. **Four:** No let-up, an increase actually, in the number of battered children, the visible victims of child abuse. One disheartening explanation, among others: "The American culture encourages the use of a certain measure of physical force in rearing children" . . . and then it is easy to go overboard. **Five:** Mounting concern because significantly fewer children were inoculated against measles, polio, and diptheria.

Including one very cheery story

Following these last two sad notes, one cheerful report certainly is in order. Early childhood education made headlines in a happy way in the first days of 1971, early January, when it was announced that the winner of the Miss Soviet Union contest was a 24-year-old kindergarten teacher, Nina Romanenko. I have long known that kindergarten teachers are beautiful people. Mrs. Romanenko's talents were special, however. She won the title in part because of her prowess as an amateur mountaineer *and* for her ability to make a herring salad in five minutes!

Some lessons from 1971

At the beginning I said that 1971 was a bad year for education. When you put it all together it wasn't really a bad year for early childhood education. Some did not even call what happened to the Child Care Bill "a defeat." Instead they saw the overwhelming Senate support — 63 to 17 — and the convincing House support as an important victory for young children. Confidently they said, "Wait until next year."

There is a strong feeling that some form of federally aided child care will emerge. Whether it happens next year or a little later, one lesson seems clear: Now is the time to expand early childhood teacher training for child care centers, kindergartens, nursery schools, Head Start, and parent and child centers for the growth in early childhood education that seems sure to come.

1971 teaches a second lesson: the great need for more communication and better understanding about early childhood education. President Nixon vetoed the child care bill not only because of its cost. He thought comprehensive child development centers added up to "communal approaches to child-rearing, against the family-centered approach." One conservative representative said the bill called for the "sovietization of the children of America." One conservative columnist described the bill as "monstrous for a society that values home, family, church."

One wonders about rhetoric and reality, about facts and fears, about the needless misunderstandings. In April 1971, a 66-year-old Mississippi state senator blocked and killed a bill that would have established standards to protect Mississippi's children in day care centers, all of which are unlicensed. The senator's words had a heroic sound: "This is the worst bill since the days of Hitler." He feared that the bill was somehow a sneaky attempt by HEW in faraway Washington to brainwash Mississippi's children. Words! And the reality: At the time the bill was bottled up in the senator's committee, welfare officials in Jackson received a complaint about a child care center, an unlicensed one of course. Officials investigating found no adult on duty — not a soul! — but they did find 30 preschool children roaming the streets, completely unattended.

1971 teaches us that we have our work cut out: *to communicate*. So people face the reality of children's needs, of mothers' needs, of the needs of families, the reality of the way humans actually live in America today. *To communicate*, so people understand that good programs, no matter what they are called, help children and families live with even deeper satisfaction. I will look at the record of early childhood education in 1972, in part to see if we have learned our lessons, and to record the good news and the bad news that 1972 brings to those who care about young children.

A LOOK AT 1972

Much talk about day care

The big 1971 early childhood story had been the presidential veto in December of the day care bill. It was logical to expect that day care would move on into 1972 as the continuing big-news story. It is accurate to say that in January 1972 and throughout the year there was much *talk* about day care. The entire January-February issue of the Children's Bureau magazine, *Children Today,* and the entire December issue of *Inequality in Education,* a publication of the Center for Law and Education at Harvard, were both given over to day care.

Business talked about day care at the Second National Conference on Industry and Day Care at the University of Chicago in March. More than 200 paid the conference fee of $175, an indication of industry's interest.

Even the Republican National Convention in Miami adopted a platform plank calling for comprehensive day care centers.

But the most moving words about day care were in the book *Windows on Day Care,* a two-dollar paperback edited by Mary Keyserling and published in 1972 by the National Council of Jewish Women. Volunteers, members of the National Council, visited 431 day care centers all over the country and talked with hundreds of working mothers. *Windows on Day Care* is not based on a scientific sample. And how one wished its conclusions were wrong! But there is little reason to dispute what these intelligent, caring humans saw. The book speaks of the "mounting day care crisis in every community"; of "harrassed working mothers who worried all day long about what was happening to their children"; of "children under age six left alone all day, latchkey children, to fend for themselves."

The volunteers visited family day care homes. They felt that two-thirds of them provided mere custodial care; that one in seven was either poor or very poor and probably doing lasting injury to children. They visited one home licensed to care for six children but actually "caring for" (if those are the right words!) 47 infants, toddlers, preschoolers — the work all being done by one untrained woman.

They visited private, for-profit day care centers. One percent, they felt, could be called "really good," about 14% "fairly good," more than one-third simply custodial, and about half "poor." And some, as they put it, were "heart-breakingly poor." Nonprofit centers were rated somewhat better: 10% "superior," about 25% "good."

Windows on Day Care presents a series of recommendations. One, of course, is "that comprehensive, developmental child day care services be available to all families who wish their children to benefit from them." The newspaper headlines on June 21 led one to think that Congress had spent $2 and read the book. The *Los Angeles Times* headline, for example, read "2.9 Billion Child Development Bill Okayed by Senate." The 1971 day care bill had passed the Senate overwhelmingly: 63 to 17. This 1972 bill passed — does one say super-overwhelmingly? — 73 to 12. And the bill, incidentally, had been specifically redesigned to meet many of President Nixon's objections.

But 1972 was to be a year of *talk* about day care, not action. The Senate bill never came up in the House!

Some of the talk, understandably, was angry talk. The Day Care and Child Development Council of America concluded its annual meeting in September with these words: "We are outraged by the failure of this Administration to provide needed services for children."

A fiasco — the Welfare Reform Bill

Actually, the administration supported a bill, that known as H.R. 1, the Welfare Reform Bill. Many questioned its day care provisions, in part because the money it authorized seemed only enough for custodial care. Dr. Marian Wright Edelman of Harvard University, speaking in Atlanta at the NAEYC National Conference, sardonically said: "Yes, President Nixon has supported day care. He has supported bad day care for poor Black children."

HEW Secretary Richardson, testifying in the bill's favor before Congress, claimed H.R. 1 would provide $1,600 a year per child, a total many others could not find in the bill. And the secretary seemed unaware that adequate day care costs — not $1,600 — were more nearly $2,500 per child.

But H.R. 1 was passed. It was signed into law on October 30 by the president. Before it reached his desk, however, all the day care provisions — for better or worse — had been knocked out by the Senate-House conferees.

A ceiling on Social Security Title IV-A

The Children's Lobby in its November 10 report said, "The 92nd Congress has been a non-productive one."

But the Children's Lobby spoke too soon. Congress did have one very "productive" moment, landing a one-two punch. Late in the session it amended the Social Security Act to put a ceiling of $2.5 billion on social services, including day care. Blow number one. Until this amendment the federal government had been required by law to match every one dollar of state and local funds with three dollars. There was no ceiling set. And then blow number two: The amendment allocated funds to states on a population formula, not on the basis of need or plans or programs underway.

Many parts of the country had found Social Security Title IV-A funds the most reliable support for their day care activities. New York State relied heavily on Title IV-A for its experimental prekindergarten program for four-year-olds. Some other states were just realizing what Title IV-A could mean for their children. Mississippi, for example, had never applied for a cent of IV-A money. In early 1972 the possibilities suddenly opened up. The Mississippi State Welfare Department received proposals totaling over $400 million. Then the ceiling was clamped on, and under it Mississippi's share on a population basis was . . . $27 million.

At year's end the actual impact of the ceiling nationwide was not clear. One reason: The $2.5 billion was an "authorization," not an appropriation. The amount of money actually available could turn out to be even less. The fight would have to carry over to 1973.

Revenue sharing

The ceiling on Title IV-A funds was counterbalanced — to an extent not at all clear by the end of the year — by the passage of the Revenue Sharing Bill. Revenue sharing made a total of $5.3 billion available to state and local governments for many uses. This *could* mean new money to initiate children's services or to expand existing services or money to maintain services. There was, however, only one sure prediction at the end of 1972: There would be great competition in cities and localities for revenue-sharing money, with no certainty that children would get a fair share.

An example of the danger: New York City in 1972 had 300 city-run child care centers serving 25,000 children ages three to five. Under a revenue-sharing allotment proposed to the city by the state in late December—and bitterly fought by the city—about 7.5% of the children would be forced out of the centers, no longer eligible. Another 20% would have their fees increased, in some instances from $1.25 a week to an impossible $46.00 a week. In short, under this plan revenue sharing would mean that someone else got the money, not New York City day care.

The passage of the Revenue Sharing Act also led to a nagging worry at the end of 1972: What children's programs would the federal government now kill or curtail to save the $5.3 billion that was to go to the states? Revenue sharing could be a prize example of "robbing Peter to pay Paul" . . . and poor little Paul might never get the money!

A comparison, a choice

On this business of money, Senator Gaylord Nelson of Wisconsin, in the *Congressional Record* of October 2, showed how services for children could be afforded: Just revise our priorities! I quote one of the senator's examples: "The cost to date of the over-run on the B-1 bomber, of which not even one prototype has yet been completed, equals the cost of the child care program vetoed by the President in 1971. The price for either, take your choice: 2.1 billion."

Kind words for early childhood

The ceiling on Title IV-A and the unpredictability of revenue sharing were 1972's bad news. There were many items of good news. One: An impressive statement of support for early childhood education in the Report of the President's Commission on School Finance, issued in March. This 18-member commission, chaired by industrialist Neil McElroy, played down the role of the federal government in bankrolling public education except in special instances. One of those exceptions was early childhood education. The report recommended a federal expenditure annually of $250 million for the education of four-year-olds from low-income families. Of course, reports to the President are not always read or believed or acted on.

Newsweek, May 22, headlined its entire Education section "Teaching Preschoolers — Education's Hottest Trend." And Sylvia Porter in her newspaper column on economics wrote on June 9, "Before this decade is up the glut of teachers will be so big there may be nearly two applicants for every job, except in special instances." Again, one of those exceptions was early childhood education. According to Porter, "Preprimary education — nursery school, day care, kindergarten — is one of the biggest growth industries of this era. And all the sex barriers are down. Opportunities for men and women are equally bright."

There were international pats on the back, too. UNESCO in an October report urged "a liberal expansion of free, flexible preschool education" as a priority need for the world's millions of poor-nation children.

Enrollments

In 1972 the percentage of three-, four-, and five-year-olds in school in the United States rose. In 1971 the U.S. Office of Education reported 40% in school. In 1972 the number increased to 42.7% — 12.4% of our threes; 29.8% of our fours; 84.4% of our fives. The quantitative increase is pleasing. One can't help wondering about quality, however. For example, a reasonable definition of a kindergarten is a group of not more than 20 to 25 five-year-olds with one trained teacher and an aide. What percentage of our fives go to such a kindergarten? Certainly not 84.5%.

Progress in the states

States continued to make slow, steady progress in the year. **Kentucky,** one of the ten states which had no state aid for kindergartens, authorized state support and appropriated money for 100 pilot programs to begin in September 1973. **Arkansas** and **New Mexico** continued their small but state-supported pilot kindergarten programs. **Georgia** does not have state aid for kindergartens but kindergartens have the active backing of the governor. In 1972 the legislature voted funds for a small pilot program for five-year-olds in need of special education. **Montana,** also with no state aid, formed "Kindergarten — '73," an activist coalition determined to get public kindergartens in the '73 legislative session. Further along in the process, **West Virginia** in 1972 for the first time appropriated enough money to serve all its five-year-olds. **Virginia** pushed ahead the date to September 1974 at which time kindergartens become mandatory — school systems must all provide them. The State Board of Education gave the reason: "Kindergartens are so important." **Illinois** made it mandatory for school systems to serve all their three- and four-year-olds who have "handicaps so significant that they will require special education services."

Rumblings of opposition

The news was not all good. An anti-early schooling sound was also heard in 1972. Early childhood education has enjoyed a good press since the beginnings of Head Start in the summer of 1965. But one wondered in 1972: Is the honeymoon over? Has the hunting season begun? Only two shots were fired but in two very prominent places. The first: A lengthy lead article in the April 30 Sunday *New York Times Magazine*. The author: William V. Shannon of the *Times Editorial Board*. His title: "A Radical, Direct, Simple, Utopian Alternative to Day Care Centers." His plan: Pay mothers about $2,600 a year, the cost of reasonably good group day care, to stay home and care for their own children in their homes. The justification: "The unpopular truth is that *any* community facility — call it a day care center or a child development center — is at best an inadequate, unsatisfactory substitute *and* at worse, a dangerous and destructive substitute for a child's own mother.

The second volley against early childhood groups came from the Hewitt Research Center of Andrews University, Berrien Springs, Michigan. Amazingly similar articles appeared in the June *Phi Delta Kappan*, the July *Harpers*, and then a condensation in the October *Reader's Digest*. Quite an accomplishment for authors unknown in early childhood education from a research center equally unknown in the field.

The senior author, Raymond S. Moore, professor of education at

Andrews University, appeared on a program at the NAEYC meeting in Atlanta in November. Dr. Moore jokingly said, "I feel a little like Al Capone at a meeting of police chiefs." But not many laughed because the articles by Dr. Moore carried such titles as "The Dangers of Early Schooling" and "Early Schooling Can Hurt Your Child." Such titles can hurt children. The Moore article associated early schooling exclusively with the early, forced teaching of reading. One wondered if Dr. Moore and Mr. Shannon had made the effort to see good day care centers — they do exist — and to see the many good nursery schools, kindergartens, and Head Start programs.

The Moore article zeroes in on California's plan to provide free, public education for four-year-olds. The California plan aims to restructure primary education — four-year-olds through third grade — to create a five-year span in which youngsters can proceed at their own pace, arriving at the end of third grade in command of the 3 Rs *and* — what too seldom happens — in State Superintendent Riles' words, "still excited about education." In November 1972 the California legislature voted $65 million, 25 as a start on the plan in '73 and 40 for '74. One sorry note, however: Something happened along the way so that state aid for four-year-olds was omitted at the last minute, deferred for two years. The present emphasis is on K through 3, a four-year span.

Birthdays, anniversaries

1972 was a year for birthdays. The 80th birthday of the **Association for Childhood Education International** which traces its lineage back to the International Kindergarten Union, born in 1892 . . . the 75th birthday of the **National Congress of Parents and Teachers** . . . the 60th birthday of the **U.S. Children's Bureau** . . . and a very special 50th birthday, that of the **Eliot-Pearson Department of Child Study** of Tufts University, born in 1922 as the Nursery Training School of Boston and the Ruggles Street Nursery School, the first nursery school in the United States! The Nursery School of Merrill-Palmer Institute in Detroit also opened in 1922, a few months later. Not many realize that the nursery school movement is old enough to celebrate fiftieth anniversaries!

1972 was also the 40th birthday of the **Save the Children Federation,** an important private relief organization, and the 25th birthday of **UNICEF,** the United Nations International Children's Emergency

Fund. This was also the year of birth for *Toy Review,* published in Waltham, Maine, four issues a year, which does well for parents exactly what its name suggests. It was the birth year also of a commercial book club, Early Learning, Riverside, New Jersey, specifically for preschool through third grade teachers.

Another birthday: **Home Start** launched its first 15 programs in 1972, serving 2,500 children of the same age and economic background as Head Start. The one big difference is Home Start aims primarily to help parents help their children. Home Start and Head Start are not competitors. We need a lot of both programs, much more than we have. But Home Start runs the risk of sounding like a "paperback edition"—a little cheaper and therefore with a lot of appeal to some. Home Start deserves to succeed, *but* for the right reasons.

Two 1972 magazine changes: The excellent bimonthly Children's Bureau magazine, a bargain at $2 a year, came out with a new name, *Children Today,* and a sparkling new format. And the commercial magazine *Early Years* changed its price. In 1971, its first year, the magazine was free but that somehow didn't work out. The new subscription price: $7 a year.

One 1972 book demands special notice: the 71st Yearbook of the National Society for the Study of Education, Part II, titled *Early Childhood Education* and edited by Ira Gordon. The only previous NSSE Yearbook devoted exclusively to young children was the 28th. Its title was *Preschool and Parental Education,* and its date 1929!

Education for parenthood

One important new program was announced in 1972 by the Office of Child Development and the Office of Education: Education for Parenthood, with the initial goal of reaching 500,000 adolescents in 500 school districts in 1973. A million dollars has been invested, half in a grant to the Education Development Center of Cambridge to develop a course on child development for grades 7 to 12, and half set aside for demonstration projects. We have done so little—and that little so ineffectively—in our churches, schools, homes; through radio and television—to help young people become good parents. Education for Parenthood deserves everyone's good wishes *and* everyone's critical eyes. It must not be allowed to become "just another high school course kids have to take"—stuffy, academic, dreary, and dry.

Deaths

With sadness we note the September death, after a brief illness, of **Rebecca E. Baker,** professor of early childhood education at Southern Illinois University and chosen just in April as president-elect of ACEI. We note also the death of **Irma Simonton Black,** long associated with Bank Street College, author of excellent books for children, and for parents and teachers. And because I admired her so much and did not know of her death when *A Look at 1971* was prepared, I now belatedly and so regretfully report the passing in November 1971 of **Jennie Wahlert** of St. Louis, ACEI president from 1937 to 1939, leader of so many community organizations prochild and profamily, and above all topflight early childhood educator.

Protections for children

The protections for children increased a bit in 1972. The Food and Drug Administration banned the use of nonprescription hexachlorophene; and ordered child-proof caps on all aspirin containers. The Department of Commerce ordered that all children's sleepwear be made of fire-resistant material. The California legislature prohibited the sale and manufacture of toy bombs, toy grenades, and toy torture instruments. The sponsor of the bill said, "We have enough violence, and how anyone can label these 'toys' is beyond me." Strangely, the law exempted toy guns. Gun control is mighty hard to get — even for toys!

Little protection on TV

One dismaying outcome of following the news carefully throughout a year is the realization that yesterday's headline often is forgotten by 12:01 a.m. today. This "shooting star" phenomenon was illustrated by a headline story of January, February and March 1972, a story of importance to parents and to professionals, a major story, in the headlines and then seemingly forgotten. The story was the Report of the U.S. Surgeon General's Scientific Advisory Committee on Television and Social Behavior. There was initial confusion about the report. The first headlines claimed, "TV Violence

Held Unharmful to Youth." Headlines a few days later said, "TV Linked to Violence in Young." Clearly something was wrong.

What was wrong was the composition of the Surgeon General's Committee. The TV industry has been given a veto over the committee's composition, plus almost as much representation as the scientists had. In addition, there was an agreement to issue a unanimous report. The result was that the findings were worded so carefully as to be unclear.

Two of the scientists discussing the situation in *Psychology Today*, April 1972, headed their article, "Snow on the Screen." The clearest statement came in a Letter to the Editor in *Newsweek*, March 13, by another committee member, Dr. Alberta Siegel of Stanford University. Briefly, tersely, Dr. Siegel made no bone about the findings: "We spoke circumspectly but we concluded that there is a causal link between viewing TV violence and subsequent aggressive behavior. Our society is paying a high price for TV's 'free' entertainment, vulgar, and tawdry, with its unrelenting themes of mayhem and murder." Straight from the shoulder, yet one fears the whole business went straight into the wastebasket. It was hard to find references to the Committee Report as 1972 moved along.

Yet one should not be too pessimistic. Changes do occur. After three years of pushing from Action for Children's Television, "Romper Room" in 1972 agreed not to use lines such as the following to introduce snack-time: "God is great. God is good. Let us thank Him for our food. And now you may drink your Tropicana Orange Juice from the Pleasant Hill Dairy."

Action for Children's Television also successfully pressured the Code Board of the National Association of Broadcasters to reduce the amount of advertising on children's programs. Advertising was reduced to 20% of the time on Saturdays and Sundays. The rest of the week? Over 25%!

In *A Look at 1971* we told how ACT had bombarded the Federal Communications Commission with 100,000 letters from parents and teachers protesting the content of children's programs and the commercials. Something happened as a result. In October 1972 the FCC finally held a hearing. And that is the end of the story: The Commission held a hearing.

TV Guide referred to children's television as "kidvid." The word suggests television's cavalier attitude toward children. Dr. Siegel, in the Letter to the Editor mentioned earlier, reminded readers of what "kidvid" is all about. She said, "Currently Americans spend more of their youth in front of TV than in the classroom."

Educational TV

The potency of TV was indicated in another way in October when "Sesame Street" began its fourth season. Nielsen Surveys showed that "Sesame Street" reached 80% of our nation's three-, four-, and five-year-olds. "Sesame Street's" budget for 1972–73 was 5.6 million dollars. A lot of money, but as *The New Yorker* magazine (June 3) put it in a major review of "Sesame Street," "minuscule in comparison with the cost of programs on commercial stations." Or as Senator Gaylord Nelson might have put it, "less than the cost of one little old B-52." Whether you liked "Sesame Street" or questioned its ways, the tragedy remains in 1972: We are doing so little to explore still other approaches to using TV to reach our young children. We have "Sesame Street" and we have relaxed. As if "Sesame Street" were El Camino Real or U.S. 1, the one and only way to go.

But in fact some small new educational TV programs did appear in 1972. One was a fascinating venture by the Office of Child Development, produced by Sutherland Learning Association and shown on Captain Kangaroo. There were 50 three-and-a-half-minute segments, begun in April and rerun in the fall under the overall title "The Most Important Person," who is, of course, the young child himself, the viewer. *TV Guide* praised the segments as "gentle, informative, enjoyable, reassuring." And this occasional viewer agreed. "The Most Important Person" was in good taste and had the right touch.

One other educational TV program was announced in 1972. The U.S. Office of Education awarded $2.5 million to BC/TV, Bilingual Children's Television of Oakland, California, to produce by fall 1973 a daily Spanish-English program for preschool children and youngsters on up to third grade. The goal was not a Spanish-style copy of "Sesame Street," but a bicultural as well as a bilingual show. The specific spur for the program, a fact not widely known: The United States is the fifth largest Spanish-speaking country in the world!

Groundwork also continued on still another early childhood TV program, this one a dramatic venture scheduled to use a satellite that will be launched from Cape Canaveral in April 1974. Put into stationary orbit, the satellite will beam programs to Colorado, Idaho, Montana, New Mexico, Utah, Wyoming, Arizona, and Nevada. The early childhood component is being developed in Denver by the Education Commission of the States. The program will be geared — not to children — to parents, caretakers, the adults around children. In 1972 these adults were being interviewed to discover: What help do you need to live better with your youngsters? Early childhood is a major emphasis of this satellite program because "in the Rocky Mountain states only a dismal 17.4% of eligible children are enrolled in Head Start, and kindergartens are almost non-existent."

Books and people

Moving from TV to an old-fashioned teaching device, the book: In 1972 six additional publishers launched new children's paperbacks. According to the *New York Times Book Review,* November 5, "Nearly every major juvenile publisher is now putting out children's paperbacks, usually for as little as 95¢. More than 3,000 titles are in print." *The New York Times* calls this "One Gulliver Step."

There were happy tidings about people, too. **Agnes Snyder,** age 87, was honored at a reception at ACEI as the author of their 1972 book, *Dauntless Women in Childhood Education*. **Roma Gans,** age 78, was awarded a Distinguished Service Medal by Teachers College, Columbia. And in 1972 many embarked on retirement enthusiasms. Among the best known: **Eva Grant,** editor-in-chief for the National Congress of Parents and Teachers; **Margaret H. Cone,** past-president of SACUS; **Theo Reeve,** past-president of NAEYC.

State news

Many happy tidings came from state after state. Tales of very energetic 4-C activities in **Maryland.** Improved standards and licensing in **Iowa** and **Kansas.** A new consortium of six colleges in upper **Minnesota, Wisconsin,** and **Canada,** pooling their resources for early childhood teacher training. Great excitement over teacher training in **South Carolina,** with programs ranging from the A.A. to Ph.D. degrees in early childhood. Excitement in **New Hampshire** too over the university's continuing innovations in its already distinctive graduate program. 1972's new idea: S.O.S. Sessions, Saturday Outreach Sessions, no credit, no assignments, no exams, only help. **North Carolina** Central University in Durham developed a new program to prepare early childhood specialists. A new association was formed in **Minnesota,** the Licensed Family Day Care Association, for family day care mothers. And there was an impressive meeting in **Chicago** in April, attracting 1,500 from 33 states, the

First Annual Convention of the National Parents' Federation for Day Care and Child Development, an outgrowth of the National Parent Steering Committee for Head Start, set up in 1969.

One very unusual program: the Bilingual Interstate Mini Head Start, home-based in **LaGrulla, Texas.** "Grulla" is Spanish for crane, a migratory bird, and this is a program for migratory families who move with seasonal work from Texas to Idaho and Washington and Oregon. But it is a program with a difference. Bilingual Interstate Mini Head Start has small classes, six to eight children, with one paraprofessional teacher — who moves right along with the children! Some teachers move four and five times a year, providing wonderful continuity.

Unusual programs and unusual spunk. The **Tulsa Public Schools** returned a grant to the federal government because the grant obligated Tulsa to use certain commercial, highly structured reading readiness materials in their kindergartens. Tulsa said, "We find the materials completely incompatible with our philosophy." Still other pleasing happenings: **Louisiana's** Association on Children Under Six held its largest-ever meeting, with more than 700 attending. And **Rhode Island** celebrated the Week of the Young Child with great success.

The non-happening: non-births!

A non-happening could turn out to be the biggest 1972 story of all. We had a lot of *non*-births! For the first time in U.S. history the fertility rate dropped below 2.1 children per family, the level set as the goal of ZPG, Zero Population Growth. Lest anyone worry, the United States will not stop growing immediately. Because of the large number of young people in our population we will have to maintain this 2.1 rate for 70 more years. Then, after 70 years, the U.S. population will level off at 320 million.

Not 70 years from now, but in 1972, many schools found themselves with smaller enrollments of young children. The drop could be seen in national age-level statistics. In 1972 we had 3,600,000 fives; 3,500,000 fours; and 3,400,000 threes. What to do? One possibility: Live with a "glut of teachers and lots of them unemployed. Another possibility: If we have fewer children perhaps we can do better with those we have, providing more services for three- and four-year-olds now so badly underserved, and smaller classes for five-year-olds, now so crowded almost everywhere. Would you believe, for example, 45 five-year-olds in the morning and 45 five-year-olds in the afternoon with one teacher, no aide, in many Baltimore kindergartens? And Baltimore is not an exception.

Child Development Associates

A new program was funded in July based on the assumption that there will be no "glut" of trained early childhood personnel. The Office of Child Development awarded $802,000 to the Child Development Associate Consortium, Inc. to launch a totally new professional category of preschool workers, Child Development Associates (CDAs). The charge: To do the job in a distinctive way, not primarily through college courses but through measuring each individual's mastery of teaching competencies. The CDA Consortium, a nonprofit corporation of organizations and individuals concerned with the young child, was the outgrowth of very rare cooperative planning by EKNE, ACEI, and NAEYC. As 1972 ended the Consortium faced hard questions. Technical ones: What competencies does a teacher of young children need? And how do you measure competencies? Administrative questions: Some ethnic groups, parent groups, and social welfare and other noneducation groups felt underrepresented on the consortium board of directors. Most difficult: Just what would a Child Development Associate look like? The fully credentialed CDA was not supposed to be a paraprofessional, yet not supposed to be a fully qualified teacher. Fear was expressed that the whole idea implied that little children need only teachers with little training . . . and they are cheaper that way, too. One could only say "Tune in next year for the start to an answer. Will Child Development Associates enhance the profession or discredit it?" In 1973 the pilot programs will be underway.

So many changes

1972 took some key people out of very important positions. Richard Orton, director of Head Start since 1968, left to work in the Texas State Office of Early Childhood Development. Dr. Milton Akers, who had skillfully guided NAEYC through a period of spectacular growth, resigned as executive secretary to become director of the Office of Early Childhood Development for Florida. Another shaking loss was the resignation of Dr. Edward Zigler, head of the Office of Child Development and chief of the U.S. Children's Bureau. Dr. Zigler's return to Yale was not a total surprise, but his departure will be felt keenly by the many who respected his tough professionalism, his concern for children, and his creative leadership.

1972 was quite a year. A year of people changes, of funding changes, of happenings and of nonhappenings. In 1973 I will look at the record of early childhood education, the year of the one hundredth birthday of public kindergartens in the United States.

A LOOK AT 1973

Not a very nice year

At the end of it most people agreed: 1973 was not a very nice year. It had brief moments of joy: when our prisoners of war returned from Vietnam, when we stopped our bombing. And there were amazing scientific achievements—Skylab, home for three separate crews who broke all records for living in space; Pioneer 10, traveling 82,000 miles per hour for 22 months, going to Jupiter and sending back excellent photos. But these magnificent stories paled because of that great and terrible distraction, Watergate. Watergate sapped energy and attention.

It was symbolic that the entire year passed without an appointment to fill the position of head of the Office of Child Development, made vacant in mid-1972 by the resignation of Edward Zigler. OCD was not rudderless, of course. It had an *acting* director. But *acting* heads, *acting* directors, seemed to be the year's typical style.

In mid-1973 the head of the Children's Bureau, Dr. Frederick C. Green, resigned. For the balance of the year the bureau had an *acting* chief.

The U.S. Office of Education began the year with an *acting* commissioner. It got out of step when an honest-to-goodness real commissioner of education was appointed and confirmed in August.

1973 was a difficult year for new national programs to move center-stage. Congressional hearing were held on child care bills. Bills were introduced. But nothing really happened.

April 10 was designated as National Working Mother's Day, a time for dramatic countrywide demonstrations about the need for child care centers. Specifically, mothers were urged to bring their young children to work with them. *Newsweek*, April 23, gave an accurate summary: "As protests go, last week's National Working

Mother's Day was something of a damp firecracker." Washington, and the country, had other things on its mind.

Kindergartens — one hundred years old

But if no one big national early childhood story stood out in 1973, there were many smaller yet significant happenings. Three states joined the list of those providing state aid for kindergartens: Arkansas, Montana, and Oregon. Really very dramatic news, and timely, because 1973 marked the one-hundredth anniversary of public kindergartens in the United States. The birthday passed almost completely unnoticed, but Arkansas, Montana, and Oregon did celebrate it in the best way — with deeds, not words. By the end of 1973 five states had no programs of state aid for kindergartens: Alabama, Georgia, Idaho, Mississippi, and North Dakota. But tune in next year, same time, same station, for an updated report.

Many magazine changes

A surprising amount of activity took place among early childhood journals. Three new periodicals were born in 1973. The one most apt to last: *Dimensions*, a quarterly of the Southern Association on Children Under Six (SACUS), its first issue in March 1973.

Perhaps the most unusual new publication: *Child Herald*, Washington-based, a twice-monthly newspaper, launched in September after two sampler issues in May and June. Its reason for being, in the words of Editor and Publisher Paula O'Connor: "Most other publications are too difficult to read, too filled with jargon, written in stilted English, too lengthy *and* too timid." Paula O'Connor especially stressed the timidity, promising a hard-hitting newspaper with much editorializing. One rub: Because this is a personal venture, subscription costs for *Child Herald* are high, from $40 a year for an individual to $150 for a profit-making organization.

Still another magazine baby, also born in September: the slick, professional-looking *Day Care and Early Education*, a bimonthly.

1973 was a year of rising costs and of paper shortages, not an easy time for new magazines to take off or for old ones to stay alive. The year in fact brought casualties. The promising quarterly *Toy Review*, born in 1972, did not survive 1973. The popular magazine

Saturday Review, with its once-monthly special Education issue, collapsed in 1973. *Childhood Education* began in October a six-times-a-year publishing schedule, cutting back from eight issues.

Institutional troubles

The "devil" was money — or, rather, the lack of it. And the financial pinch in 1973 hurt in many places. It contributed mightily to troubles at three institutions. **The first:** The termination, largely for financial reasons, of the Institute of Child Behavior and Development at the University of Iowa. The Institute was founded in 1917, the first of several such training-research-service Institutes throughout the country which played a key role in the development of the nursery school movement. Iowa's Institute was called originally the Child Welfare Research *Station*, patterned after Iowa's hugely successful agricultural stations, and was intended to carry the latest and best information not to farmers about animals and crops but to parents and teachers about children. Through its early years the Child Welfare Research Station was home base for such well-known specialists as Bird Baldwin, its first Director; George Stoddard, Robert Sears, Beth Wellman, Florence Goodenough, and Ruth Updegraff — an honor roll of names. In 1973 the "Station," the Institute, closed, its preschool buildings demolished. However there does still remain an early childhood major at Iowa in the College of Education, and a campus day care center.

The second institutional casualty in New York City, Mills College of Education: New York's Mills College began in 1909 but in 1973 it accepted no new students. The college, so long and so ably led by Amy Hostler and then in its closing years by Margaret Devine, had shut its doors. One main trouble: money, the lack of it. Mills had a graduation in 1973, will graduate its last class in 1974, and then will return its charter to the state. Although always a small school, Mills College — certainly in the 1940s, '50s, and '60s — was one of the very best training centers in early childhood education.

The third: The American Association of Elementary-Kindergarten-Nursery Educators, EKNE, also reported financial strain. EKNE's president, Cecelia Blackstock, in a November newsletter told members bluntly that EKNE ends each year with a sizable deficit and faces problems of survival. The troubles: the end of an NEA subsidy in 1972; increased costs; less income from advertising; plus a one-third drop in membership.

1973 was a bad enough year without belaboring the point of closings and troubles, but while we are on the subject: The only parent education program on television stopped in 1973 too. The program: Eda LeShan's "How Do Your Children Grow?" Eda LeShan is probably best known to early childhood people for her book *The Conspiracy Against Childhood,* one among many she has written. Her program had been carried nationwide on educational channels for three years. Now it is off the air, although reruns may occasionally be seen.

There was one minor TV addition: The Office of Child Development began distribution of 16 thirty-second spot announcements, eight for radio and eight for TV — brief tips for parents on constructive ways of living with children. You have to call these 30-second spots "minor" but any step that recognizes that we *do* have TV and we *could* use it for important social purposes is really "major" and certainly good news. We make so little use of TV to help parents with childrearing that a visitor from Mars might think our homes had no TV receiving sets or perhaps that we still relied on smoke signals for important communications.

Some happy news

Birthdays and anniversaries make up some of the happy news of every year. 1973 was the 25th anniversary of the **Nashville** (Tennessee) **Association on Children Under Six,** the first such group in the South, the forerunner of the Southern Association on Children Under Six.

The year was also the 25th birthday of **OMEP,** the world organization for early childhood, Organization Mondiale pour l'Education Prescolaire. The story of the founding of OMEP in 1948 by Lady Allen of Hurtwood, an Englishwoman, and Mrs. Alva Myrdal of Sweden and the story of the first World Assembly in Prague is well told by Amy Hostler on one of the tapes in the Childhood Resources album, *Early Childhood Education Living History.*

1973 had at least one day of very good news for working mothers. On their income tax returns filed this year for 1972, for the first time, up to $400 a month could be deducted for child care expenses. The previous deduction was only $900 for the whole year.

One other good development appeared, this one in the direction of helping those who will be parents. The experimental program sponsored by the Office of Child Development and the U.S. Office of Education, **Education for Parenthood,** extended its field testing in 1973 to 226 junior and senior high schools. And in an interesting move, seven youth groups received OCD grants to carry on parent education projects in out-of-school settings. The seven: Boy Scouts; Girl Scouts; 4-H Clubs; the Boys' Club of America; the Salvation Army; the National Federation of Settlements and Neighborhood Centers; and the Save the Children Federation.

Enrollments and the birth rate

There was also good news in the continued increase in enrollments in early childhood groups. The latest available report covers 1972. In that year the United States had approximately a half-million fewer three-, four-, and five-year-olds than in 1971, yet more youngsters attended some kind of pre-primary group than ever before. In 1972, 41% of our threes, fours, and fives were in pre-primary groups. If you throw in the surprisingly large number of five-year-olds in primary classes the country over, the total percentage of threes, fours, and fives in school in 1972 was 44.7%, a gain of 2% over the preceding year.

I write, "The United States had approximately a half-million fewer threes, fours, and five-year-olds than in 1971. . . . " That line may sum up what is probably the most significant news story of 1973 (and of 1972 and 1971): the story of our falling birth rate. The latest report shows the 1972 rate to be the lowest in our history. In the last six months of 1972 the birth rate fell to 1.98 per family.

There is, of course, always the exception that proves the rule. The 1973 exception was the Stanek family. On September 16, Edna and Eugene Stanek of Lakewood, Colorado, became the parents of sextuplets. One youngster died soon after birth; the remaining five were doing well at year's end. This exception — sextuplets are a 469 million to 1 shot — must be regarded as going to extra lengths to make its point.

A historic Supreme Court decision

A January 1973 decision of the U.S. Supreme Court is important to note here. In a 7 to 2 decision involving abortion, called by all "historic," the Supreme Court declared that the decision to abort was one exclusively between the mother and her doctors during the first three months of pregnancy. States were forbidden to issue any laws against abortions during this first trimester of pregnancy. The Court held that during the fourth, fifth, and sixth months, states did have the power to regulate but only to make certain that abortions are performed by licensed physicians and in licensed hospitals and clinics. Some, of course, called the ruling "an unspeakable tragedy." Others hailed it as a breakthrough. Clearly it was a ruling which, along with birth control and other factors, would contribute toward keeping the birthrate low.

A new "glut"

In *A Look at 1972* I wrote of the so-called "glut" of teachers, a result of the falling birthrate. In 1973 a new story appeared, the "glut" of school buildings. One example, not atypical: Hayward, California, closed four elementary schools in recent years because of both the drop in births and shifting population patterns. The whole country faced the question: What to do with our teachers and our schools? We could mothball teachers and stockpile schools. Hayward was on a better track. It converted one of its closed elementary schools to a child care center.

In this connection, one must not be misled by the rosy report cited earlier that 44.7% of our threes to fives go to school. Only 21% of our four-year-olds are in pre-primary groups! Although seemingly a far cry from early childhood education, a December 1973 report of the National Commission on the Reform of Secondary Education is relevant here, and provocative. The report calls America's high schools "disaster areas." It cites instance after instance where daily attendance is less than half the enrollment. The commission calls for lowering the compulsory school attendance age — now 16, 17, or 18 in most states — to age 14. Seemingly we can't even force some youngsters to go to school. Yet at age four, when it is so easy for children to love school, we don't have enough schools to go around. Or enough day care centers. Our falling birthrate may become education's great headache or our great opportunity to reach children we are not now serving *and* with decent, smaller class size.

The Head Start story

One group of young children did have opportunities opened to them in 1973. Head Start undertook an active recruitment effort to fill at least 10% of its spaces, nationwide, with children mentally retarded, hard of hearing, deaf, speech impaired, visually handicapped, severely emotionally disturbed, crippled, or with some other health impairment requiring special education. This positive reaching out to young children with special needs puts new demands on Head Start teacher training. But it offered new encouragement to many families and benefits to children, not only to those called "exceptional" but to all in the Head Start groups.

Of course it is news, given the times in which we live, that Head Start continues. As does continuation of Home Start and Health Start and the Parent and Child Centers, and the efforts to develop Child Development Associates, even if the programs do not grow in size.

Head Start, unfortunately, was plagued throughout the year by the kind of administrative snafu anyone could joyously live without. Conforming with a 1972 act of Congress, HEW established a fee scale for admission to Head Start for families with incomes over $4,320. The goal of Congress was to encourage participation in Head Start by low middle-income families, but HEW managed to set up fees which, many charged, had the very opposite effect, pricing the target group out of Head Start and compelling marginally poor families in Head Start to pay fees they had never had to pay before. One example of the impact: In 1973 the Labor Department announced that a typical American city family with two children needed an income of $7,386 to live at an *austerity* level. Under the HEW fee schedule such a family would pay $325 a year for Head Start, a fee out of the question for a family subsisting at an austerity level. Families with a slightly higher income, living only moderately well, would pay a Head Start bill of $1,620 a year, an obvious impossibility. After a year of fuss Congress finally settled the matter by voting to suspend any collection of fees until July 1975, providing time for a study of the matter.

Title IV-A trouble

A similar year-long wrangle plagued day care centers supported by funds from Title IV-A of the Social Security Act. In 1972 Congress had amended the act so as to put a ceiling of $2.5 billion on social service programs. HEW faced the task of establishing guidelines for living within this ceiling, and again succeeded in stirring up a hornet's nest. The guidelines affecting day care centers had three problem areas: tough restrictions on parents' eligibility; prohibitions on the use of foundation funds or funds from United Givers' campaigns to meet the state's share of expense; and the elimination of the requirement that day care centers meet the (very minimal) federal day care standards. Accounts differed as to how many people expressed their opposition. One report said 200,000 wrote, telegraphed, and petitioned for changes; another report said 125,000. A year-long seesaw battle got underway. The guidelines were due to go into effect April 1. The protests led to revisions, which were then due to go into effect July 1. These led to further protests and further revisions set to become operative November 1. Then, the unbelievable final act: Congress in late December directed HEW to delay all revisions until December 1974. The year 1973 ended with the energy crisis. HEW — not the Arabs, not oil shortages — may have caused it. Certainly those fighting for good day care centers, and enough of them, were exhausted at year's end — almost out of energy!

A health warning

In 1973 the nation heard one frightening warning, although it wasn't clear whether the warning was merely sounded or actually heard. The alarm came from the Centers for Disease Control of the U.S. Public Health Service based in Atlanta. The warning involved numbers and percentages, hard to follow but worth reading very carefully. In 1964, 88% of our one- to four-year-olds were protected against **polio**. In 1972 only 63% were protected, the lowest figure in 15 years! And — the same sad story as always — the figure is lower still among non-White central-city preschool children. Only 51% of them were immunized. The October 1973 *Journal* of the American Medical Association asked the right question: How low can these levels drop before a polio epidemic recurs in the United States?

What was at stake became apparent through some California statistics. Before the availability of polio vaccine — in 1952 — California had 2,574 cases of polio with 201 deaths. In 1972 California had only two cases of polio and no deaths! California was one of the better states. Seventy-three percent of its one- to four-year-olds were protected by the Salk or Sabin vaccine. But the figure must be read the other way, too: 27% of California's preschool children had no protections. As a result, in 1973 the state was warned of a possible polio outbreak.

Even more disturbing: This carelessness—sloppiness? callousness?—about protecting our children was not limited to polio. Dr. John J. Witte, chief of the Immunization Branch of the Centers for Disease Control, wrote: "The problem also exists for measles, rubella, diphtheria, tetanus and whopping cough." The October 1973 *Journal* of the American Medical Association illustrated his point with a report on measles: "An effective measles vaccine has been available for 10 years, yet only 62% of our one- to four-year-olds had received the vaccine in 1972." Put very simply: We know what to do but don't do it. October 1973 was declared "Immunization Action Month" with a nationwide campaign coordinated by the Centers for Disease Control. By year's end no major outbreaks were reported, no epidemics. What wasn't clear: Did the campaign work miracles? Or were we just lucky? And what will happen in 1974? And when will we ever learn?

Some protections

Each year we do build a few additional protections for children into our system. In July the government banned the manufacture of flammable children's sleepwear, which seems reasonable enough since each year more than 300 infant deaths and 6,000 serious injuries are charged to pajamas, nightgowns, and bathrobes which go "poof" when lit.

In 1973, too, Congress voted to establish within HEW a National Center on Child Abuse. The reason—and these are sickening figures: Each year an estimated 50,000 children are beaten, burned, poisoned, or otherwise abused by adults.

And in 1973—May—the Children's Defense Fund was launched, with headquarters in Washington and field offices in Denver, Ann Arbor, and New York City. Directed by Marian Wright Edelman, CDF will aim at reforms of all kinds affecting children in both public and private institutions.

Conferences

In the course of the year there were some new conferences for early childhood educators. In May, Virginia held the Governor's Conference on Day Care Needs, a first for that state. In May also, the Connecticut Elementary School Principal's Association included four sessions on early childhood in their annual conference, one outcome of a practice that has become standard in that state: a board member of the Connecticut AEYC is a regular member of the Planning Committee for the Principal's Conference. July saw another first, a seven-day seminar at the University of Alaska, sponsored jointly by the U.S. and the Canadian National Committees of OMEP. In September ACEI held — not its first ever but its first since the 1950s — a regional conference in Chattanooga. And there was one conference casualty of the year: The gasoline shortage caused the cancellation of ACEI's Winter Workshop, planned for December 1973 in Tampa. Certainly the most unusual early childhood gathering of the year was the American Delegation on Early Childhood Development and Education, which journeyed in mainland China November 15 to December 5, visiting nurseries, kindergartens, and other sites, seeking information on the Chinese way of rearing young children and telling about our ways. The group of 13 was sponsored by the Committee on Scholarly Communication With the People's Republic of China under the aegis of the National Academy of Science. Among those in the delegation: **William Kessen** of Yale, the chairman; **Urie Bronfenbrenner, Bettye Caldwell, Jerome Kagan, Eleanor Maccoby, Harold Stevenson, Jeannette Galambos Stone,** and **Marian Yarrow.** Early childhood was the second profession chosen to send an official U.S. delegation to China — an indication that someone somewhere values young children.

Television

1973 brought no especially noteworthy developments in children's television. "Sesame Street" went into its fifth year. "Mister Rogers' Neighborhood" continued, as did "Captain Kangaroo." And I am afraid that "Romper Room" continued, too. Although he is on commercial television, Captain Kangaroo continued his involvement in educational efforts. In 1973 his scripts were sent, in advance, to the Clinch-Powell Educational Cooperative in Harrogate, Tennessee, a far piece from Madison Avenue. In Harrogate the cooperative produced a weekly four-page leaflet, the *Captain Kangaroo Parent's Guide,* for use in its own home-oriented preschool program and for distribution to some 2,000 other organizations and individuals who requested it.

One other TV news item: The Review Board of the National Association of Broadcasters issued a code for the voluntary control of commercials on children's programs. Among the 10 principles: Commercials should not frighten children . . . or exploit them . . . or depict violence . . . and they should be honest. All of which certainly seem reasonable enough, but hardly earth-shaking. Action for Children's Television (ACT) and various other groups have been pushing for another code: No commercials at all on children's television! Which also seems reasonable enough, but quite earth-shaking.

News about people

In 1973 two important appointments were made. The Governing Board of NAEYC chose **Dr. Marilyn M. Smith** as executive director, to fill the spot vacated by Milton Akers. And the board of trustees of Bank Street College of Education chose **Francis J. Roberts** as the new president, to follow John Niemeyer who retired on August 1 after 17 years of strong leadership. Dr. Roberts — a former teacher, principal, and superintendent of schools with a doctorate in school administration from Harvard — has a personal tie to early childhood education: three daughters, ages six, four, and two.

There is also the sad news each year of deaths. 1973 saw the passing of **Haim Ginott,** psychologist and author; and of **Alexander Neill,** founder of Summerhill. Their points of view had been influential in the early childhood movement. Also in 1973: the death of **Agnes Snyder** — such a beautiful writer, clear thinker, lovely human — on May 2 at age 88. And a note from 1972: the passing of **Dr. Ethel B. Waring,** professor of child development at Cornell for 28 years, long an influential writer and teacher in nursery education, at age 85 on December 18. There is a little cheer in the observation that the good sometimes live long.

A misunderstood news story

One news story sent shudders through some early childhood enthusiasts in 1973. Their worried response indicated that in some communities programs for young children are still suspect and highly vulnerable. In late December 1972 Dr. Jerome Kagan of Harvard had reported to the American Association for the Advancement of Science on studies comparing socially and intellectually deprived Guatemalan children — four-, five-, and six-year-olds — with American youngsters. The Guatemalans, three years behind as preschoolers because of extreme social isolation and no books, no paper, no pictures, no crayons, were nevertheless by age 11 "gay and alert and active" and in many facets of intelligence as able as middle-class American youngsters. In early January 1973 headlines in newsmagazines and papers seemed to raise the question: Why, then, bother with nursery schools? Why bother with Head Start? Why all the fuss about the importance of the early years? Second thought showed that Kagan's report was not at all a plug for social isolation or for intellectual sterility in the early years, not in Guatemala, not in the United States. Far from being a repudiation of early childhood education, it was more a plea for the lessening of pressure on American children, especially once formal schooling began. Some of Kagan's words: "If our children — primarily from impoverished homes — could be allowed to develop at their own speeds and in areas that would interest them . . ." No one in early childhood could quarrel or feel threatened by that.

The business of day care

Early childhood education really does move forward, even in the year of Watergate. Proof? In July 1973 the Oklahoma City Council rezoned a residential area to allow construction of a day care center. The business partners managing the center announced that the new building "would feature Old English architecture." Now, what could be nicer than that?

This "Old English architecture" center is one of a chain of four, and chains are the "in" thing in the day care business. Franchised day care centers, once so much talked about, are now a discredited concept. That, at least, was the 1973 estimate of The Bank of America, expressed in its publication *Small Business Reporter* (Vol. 11, No. 8). The Bank of America had once been high on day care franchises. It now said the bloom has faded. "Day care is a high-powered, low-profit business, with few opportunities for trimming expenses without seriously endangering the welfare of children." To which one must add: A-men! Perhaps this hardly novel discovery will be made by chain operators, too. The Child Welfare League, which added a special Day Care Consultant to its Washington office, continued in 1973 its study of commercial day care, including chains, and promised its final report in 1974.

One indication of the concern about the gimmicks used to snare working parents was the full-page ad by the Metropolitan Life Insurance Company that appeared in many magazines in 1973. The eye-catching heading: "If nobody bothered to warn you, you'd be proud to send your kids to the Happy Clown Day Care Center." The ad then showed the Happy Clown Center, swarming with too many children, over-equipped with gadgets. The Metropolitan offered free its pamphlet, *Day Care — What and Why,* a guide on picking a center. A fine public service, indeed.

Worth listening to: B E E P!

One key event of 1973 had a most unusual acronym: BEEP. If I am wrong and BEEP doesn't turn out to be "key," it is certain at least to be memorable. BEEP stands for the Brookline (Massachusetts) Early Education Project. Helped by grants from two foundations, the public schools of Brookline in 1973 broadened the whole concept of who is a *school* child. In 1973 Brookline began working with parents of children born that very year, starting at the time of the child's birth. Coordinating psychological, health, and emotional forces, the schools offered diagnostic and other services, all with the goal of helping every child off to the best possible start through his whole first five years. BEEP is almost a carbon copy of a project in Rochester, Minnesota, sponsored in the years after World War II by the Mayo Foundation. That effort died prematurely soon after the death of the pediatrician-visionary who conceived it, Dr. C. Anderson Aldrich. It is good to see a rebirth *and* one with an important difference: In Brookline the schools will play a central part. I am glad for that.

A birthday here and one coming up

I mentioned earlier that 1973 was the one hundredth birthday of public kindergartens in the United States. It was certainly one of the lowest-keyed centennials on record, so low-pitched as to be almost inaudible. One can't help but feel we let the year slip by. We missed an opportunity to focus America's thinking on young children: past, present, especially the future. So I am pleased to close this report with a salute to the **Day Care and Child Development Council of America.** The council is determined *not* to let our country's bicentennial — 1976 — become a missed opportunity. In September 1973 DCCDCA launched a campaign: *Child Care '76,* with a wonderful slogan: "Birthdays Are for Kids," and an eye-catching appealing emblem: three preschoolers dressed in 1776 style with drum and fife and flag. DCCDCA began distribution of three TV spot announcements about *Child Care '76,* and of buttons, window decals, posters, brochures, and petition forms.

It would be exciting indeed if the nation's birthday present for children, on or before 1976, could be a child care bill at least as good as the one vetoed by President Nixon in 1971. The effort for *Child Care '76* is described as "on-going, continuing."

A LOOK AT 1974

Political activity but not much else

1974 was a year of historic political upheaval in the United States: the forced departure of a president — "confession by resignation"; our first appointed president; our second appointed vice-president. This flurry of political activity was not matched by comparable exciting developments in the early childhood field.

Although desperately needed, no federal child care bill was passed. One was introduced, the Child and Family Services Act of 1974, but primarily to lay a basis for action in 1975. The bill, sponsored by many, was under the leadership of Senators Mondale and Javits, and Representatives Brademas, Mink, and Heckler.

No additional states joined the 47 that now provide some amount of state aid for kindergartens. In 1974 North Dakota, Idaho, and Mississippi were the missing three, but North Dakota and Mississippi reported having hopes for action next year. (*And* corrections and an apology are in order. In last year's report I incorrectly included Alabama and Georgia among the states providing no kindergarten aid. The *1973* Alabama legislature made state funds available for eight pilot programs — a small start but a start, and I am sorry I missed out on it. I was wrong about Georgia, too. Georgia in 1973 appropriated 6.7 million for programs for mentally, physically, and emotionally handicapped fives.)

In 1974 two additional states — Tennessee and Oklahoma — joined those that make it mandatory that communities provide kindergartens. Such expansion is almost always accompanied by pain and pangs. This is the plaintive note that appeared in the November *Newsletter* of the Nashville Association on Children Under Six: "Tennessee Association for Young Children members are alarmed at the quality of our new statewide kindergarten program:

crowded classrooms, poor teacher-pupil ratios, pressures for academic achievement at an inappropriate level and many other deplorable conditions. Is THIS the public kindergarten program we supported?" Sad! But my impression is that whether kindergartens are new or old hat, *good* kindergartens are rare, the country over.

No great change was reported in 1974 either in the number of children or the percentage of children enrolled in preprimary groups. About three out of four five-year-olds go to some kind of preprimary school; one out of three four-year-olds, and one out of seven three-year-olds. Many go; many cannot. These figures come from a booklet entitled *Nursery School and Kindergarten Enrollment, October 1973,* which includes data back to 1964 and many helpful analyses. This is a publication of the Bureau of the Census, the first time it has done this job — and a very good job it is.

In *A Look at 1973* I commented that the heads of the federal children's agencies were all "acting" heads: an *acting* head of the Office of Child Development, an *acting* chief of the Children's Bureau. At year's end in 1974 both men were still . . . "acting." No appointments had been made although the guessing game of the year was: Who *will* head up OCD? It is a $36,000 a year job. Dr. Edward Zigler, trying to head off what seemed like the unpromising appointment of a Michigan operator of commercial child care, called for the selection of "an outstanding national leader." OCD had one such leader, it deserves another. But 1974 provided only rumors, no appointments.

An addition to Head Start

Despite the gap in leadership, OCD came through in 1974 with a small but promising addition to Head Start, awkwardly named Project Developmental Continuity. Grants were made to 14 communities to explore ways of building continuity from Head Start through grade 3. Some of the 14 will have early childhood schools, housing Head Start and the grades in the same building. Others will call their approach "Preschool Linkages" — Head Start housed out in the community but linked to the public schools through councils of staff, parents, and others.

There were two other pleasing Head Start stories in 1974. Head Start announced that it had met the congressional mandate to fill not less than 10% of its national enrollment with handicapped youngsters. In 1974 it included about 29,000 such children, 10.1% of the 287,000 enrollment in full-year programs. The other good news: No tuition for Head Start families! The imposition of a fee on families above a certain economic level — postponed from 1973 to 1974 — was again deferred, this time to July 1, 1975, while Congress further studies the question.

Children's television

The year's slow rate of progress was nowhere more apparent than in children's TV. In 1971 the Federal Communications Commission, prodded by more than 100,000 letters from parents and teachers and Action for Children's Television (ACT), held its first-ever "official inquiry" into children's television. Among other goals ACT was pushing for "no advertising on children's programs." FCC held hearings: 1971, 1972, 1973. In October 1974 it issued its report, which turned out to be a general policy statement: *no* rules, *no* regulations, *no* plans for any enforcement. FCC plumped for self-regulation by the telecasters and seemed pleased with the industry's voluntary agreement to cut back advertising to nine-and-one-half minutes an hour . . . by 1976. And on weekends only, that is. The limit is higher on weekdays. ACT called the report "a cop-out."

You might want to move to Canada. In 1974 Canadian TV adopted a self-imposed ban on all commercials aimed at preschool children — no more, none whatsoever. And in mid-year the Canadian Radio-Television Commission, the counter-part to our FCC (but any similarity in concern or clout is purely accidental), issued a ban on commercials for children of any age on programs on the state-owned CBC network, starting January 1, 1975.

But don't move. Stay here. Our educational TV made some progress. A new children's program went on the air in September 1974: "Villa Allegre," produced by Bilingual Children's Television, a daily half-hour show carried nationwide over educational channels, aimed at four- to eight-year-olds. "Villa Allegre" has an interracial cast, attractive humans, the script part in Spanish and part in English, all with a gentler pace than on "Sesame Street." Editor Monroe Cohen gave the program a mixed review in the October *Childhood Education*, praising what he called the program's "pro-social goals" but questioning, among other things, the hopping-shifting-jumping from one unrelated segment to another. BUT it is good to have another "street" open on children's TV. We need still more.

And more may come. In 1974 the National Institute of Education announced a $3.7 million grant to Appalachia Educational Laboratory to produce 400 half-hour shows. Preschool children in isolated areas will be the prime audience. The name of the program: "Around the Bend."

Women in the news

1974 provided few earth-shaking early childhood developments but it had its share of happy sounds. The *Ladies Home Journal* with much fanfare—a one-hour special on TV, a big spread in the magazine—announced its eight selections of Women of the Year, honored for their achievements. An imposing group: TV commentator Barbara Walters; Congresswoman Martha Griffiths; actress Katharine Hepburn; Dorothy Height, President of the National Council of Negro Women; Billie Jean King, tennis star; Dr. Dixie Lee Ray, head of the Atomic Energy Commission; lawyer Patricia Harris . . . *and* . . . an early childhood specialist, a pleasing recognition of the importance of the field, although the choice, **Barbara McDonald,** a private consultant based in Littleton, Colorado, surprised some since she is not widely known in the profession. A member of the Colorado AEYC and of NAEYC and of the Day Care and Child Development Council of America, Barbara McDonald was honored for her work in planning a day care center for the Rosebud Sioux Indians in South Dakota.

"Women of achievement" were very much in *all* the news in 1974: women in politics, in broadcasting, in TV; 44 female prison guards in California; 11 woman ordained as Episcopal priests; 15 women cadets at the U.S. Merchant Marine Academy; women making up 16% of the nation's law school enrollments. A symbol of the year: In 1974 men were admitted to full membership in the League of Women Voters, and girls were admitted to baseball's Little Leagues. By year's end the Equal Rights Amendment had not reached the necessary approval of 38 states but clearly the options for women were expanding. The year seemed like *the* time for teachers of young children to examine their programs to weed out toys, words, or deeds that pegged sex roles too rigidly. And with all the attention on women working, 1974 should have been a year for fresh approaches so *children's* needs are not neglected: perhaps a focus on excellent child care centers; on more active fathering; on good part-time jobs and shorter working hours for mothers and fathers. But there was little — one could say "no" — news here.

Job opportunities for women were so headlines in 1974 that one could worry a little lest the option for women (and for men) of good child nurturing, undramatic and not newsworthy, go underpublicized. One pleasing report in this connection was Education for Parenthood, the program of the Office of Child Development, which spent 1974 field-testing its work-study course in Child Development in 234 junior and senior high schools. The course, called "Exploring Childhood," requires 25% male participation. There were good reports on all sides with the results thus far assessed as "excellent."

Two quotes

The new U.S. commissioner of education, Terrell H. Bell, in July and again in November declared "the first five years of life to be one of the country's critical educational problems." Bell urged more home-based early childhood programs, using parents as teachers. It was pleasing to hear a U.S. commissioner this aware of the importance of the early years. And interesting to note that, in addition to being commissioner of education, Dr. Bell is the developer of the T. H. Bell System of Home-Based Early Childhood Education, a $700 packaged program for parents.

1974 brought what could be the prize quote for *any* year. Terry Herndon, executive secretary of the NEA, said: "I long for the day when our schools will have unlimited funds and the Pentagon has to hold bake sales to raise money to buy tanks."

Money troubles

The year was one of rising costs and consequent problems. EKNE, the American Association of Elementary-Kindergarten-Nursery Educators, always operating on a shoestring, was hard hit. It cancelled its October Study-Action Conference and made plans to combine it with its Research Conference scheduled for January 1975. Dwain

Hearn resigned as EKNE's executive director and was replaced by an acting director with an office staff of part-time workers.

The twice-monthly newspaper *Child Herald*, born in 1973, called it a day in 1974, promising to meet its obligations to present subscribers but accepting no new ones. Another departure from the scene: *Toy Review*, born 1972, gone 1974.

The *ERIC/Early Childhood Newsletter*, always free in the past, announced a subscription price: $2 a year for four issues. Still a great bargain, but zero to $2 is what inflation is all about.

The government itself engaged in the biggest inflationary increases. The Children's Bureau booklet, *Infant Care*, 20¢ for many years, skyrocketed to $1 in 1974. *Your Child from 1 to 6* went from 20¢ to $1.05 and *Your Child from 6 to 12* was upped to $1.15. There were comparable increases on all the other excellent government childrearing publications. In the past these sound, simply written materials have been inexpensive, as if we thought it important to reach out to parents with help in raising their families. In 1974 our government sounded more like a business, concerned with coming out even.

But now, hear this!. This *is* news. The Day Care and Child Development Council of America announced *reduced* dues — can you believe that! — cutting individual memberships from $20 a year to $12. And even the original higher price was worth every penny.

International conferences

One event seemingly not hurt by 1974's inflation: the 14th **World Assembly of OMEP,** Organization Mondiale pour l'Education Prescholaire, the world organization for early childhood education, which met in Caracas, Venezuela, September 2 through 9. Nine hundred participants came from 34 different countries. Three new member countries were admitted: Zaire, Guatemala, and Costa Rica, an indication of the worldwide interest in young children. The next OMEP meeting: 1977, in Poland. The new OMEP president: Dr. Margaret Devine of the United States, long associated with Mills College in New York City.

Earlier in 1974 another smaller international gathering looking at the young child met at the University of Illinois, March 4 to 9, called together by **UNESCO,** the United Nations Educational, Scientific and Cultural Organization. This was a "Meeting of Experts on the

Psychological Development of Children and Implications for the Educational Process" — 18 experts from 18 countries, chaired by Halbert B. Robinson of the University of Washington with Gilbert Austin of the University of Maryland as consultant.

A minor note

Talking about prices and styles, manners and mores: Early 1974 was the time for streakers, males and females running nude in public places. However, there were no newspaper reports of streaking by the ones who invented the game: three- and four-year-olds. And, during the year, a five-year-old's civil rights were upheld. A court ruled that a Pasadena, Texas, schoolboy could not be suspended because the length of his hair violated the school dress code. The boy in question was a five-year-old ousted from kindergarten and then reinstated.

An anniversary

One 1974 anniversary was not an occasion for joy and glee. May 17 was the 20th anniversary of the Supreme Court decision in **Brown v. Board of Education of Topeka.** This was the ruling that established the principle that "separate educational facilities are inherently unequal" and made unconstitutional the segregation of school children by race. The *New York Times* called the 20th anniversary celebration "restrained." An article in the *Times* by sociologist Kenneth Clark told why: "Desegregation has accelerated in the 27 states of the South. In 1974 more than half of the minority students there attended non-segregated public schools. But on the other hand, the resistance to desegregation in the north has increased. The percentage of Black, Puerto Rican, Mexican-American, and White children in segregated public schools in the north is greater in 1974 than in 1954." Dr. Clark went on to say, much as he had said to the Supreme Court in 1954: "Segregation inflicts irreparable damage. It dehumanizes black and all minority children. It imposes on White children an unbearable, immobilizing burden of ethical anxieties, conflicts and guilt." As 1974 ended, Boston was the well-publicized site of conflict over busing and integration. Boston, of all places! And after 20 years. Kenneth Clark called our ability to solve this moral dilemma a test of the quality and character of the American people. From an early childhood standpoint I must add: 1974's young children have a bleak future in this small country of ours, on this small planet of ours, if we cannot all live together.

Organizations and people

Two new early childhood organizations came into being in 1974: born at Albuquerque in April, NACA, the **Native American Children's Advocates.** And born in June in Chicago, NHSPA, the **National Head Start Parents' Association.** One group ended its activities: ALAFLAGA, in June, the Alabama-Florida-Georgia Early Childhood Teacher Training Project, had been federally funded for four years and then the funds ran out.

I report ALAFLAGA's passing with sadness. But there are no tears in my eyes as I record another "death" in 1974. I quote: "For all practical purposes franchising in day care is now dead. What died was the hope, expressed from 1969 until late in 1971 that franchising would somehow enable quality day care to proliferate faster — and at a profit." The quotation is from the final report of the Child Welfare League of America's four-year study on "The Expansion of Day Care." William L. Pierce, director of the study, concluded: "It costs more to provide the same quality of day care through the franchise system than through other non-profit systems. The only extremely profitable center discovered in the course of the study was profitable because the operator systematically and routinely ignored state licensing laws. Pierce, incidentally, ended his report very pessimistically: "The prospects for a workable day care system are extremely poor for the next 25 years." He added: "Not because we don't know how to do it, not because it isn't needed, but we won't spend what good day care costs." Implying: Parents can't, our country won't. I hope Pierce is wrong.

Two institutions closely identified with early childhood education inaugurated new presidents in 1974. Merrill-Palmer chose **Michael D. Usdan** to succeed William Rioux. And Teachers College, Columbia, selected **Lawrence Cremin** to follow John Fisher.

In April SACUS, the Southern Association on Children Under Six, awarded its famous Cup, for service to children, to **Gean Morgan,** honoring the long-time director of the Nursery School at George

Peabody College, a leader in the Nashville and Tennessee associations and, in 1949, the first president of SACUS.

Another honor — they are a joy to record: The establishment at the University of Arkansas of the Jennie Lou Milton Children's Library, dedicated to one of that state's strong fighters for young children.

Many hard workers on behalf of young children retire each year, too many to report all the names. But in 1974 two left their teaching posts who were widely known: **Marjorie Sanger,** on the faculty of Merrill-Palmer since 1948, one-time director of the Nursery School, chairman of the Early Childhood Department, head of the Parents Advisory Service. And in Oklahoma: **Josephine Hoffer,** head of the Department of Child Development and Family Life, SACUS president in 1957.

Every year there must be deaths — it is no joy to report them. Among the early childhood notables: **Sidonie M. Gruenberg,** age 92, director of the Child Study Association of America from 1923 to 1950, the mainstay of our country's parent education movement for so many years. Also **Mary McClanaghan,** age 80. Miss Mary, 40 years with the Tulsa Public Schools, kindergarten-primary supervisor for 21 of those years, retired in 1958, a great friend of good kindergartens. The saddest deaths to report are those of the young, like **Milton Akers,** on November 27, 1974, of cancer at age 54. Milt Akers had been the executive director of NAEYC during its years of great growth, 1966 - 1972, leaving that post to start the Office of Early Childhood Development for the State of Florida.

A name in the news

A Broadway adage says that it doesn't make any difference what they say about you as long as they spell your name right. Let's hope so, because in 1974 several controversies involving the early years were in the nation's newspapers and magazines. One broke out in early February. The headline in the *National Observer* was typical: "Spock Takes Blame for Nation's Brats." Typical also was the announcement on NBC's Today Show: "Spock Recants." This was no tempest in a teapot. One newspaper columnist wrote: "Now we can take our children out behind the woodshed again and whack them" — an attitude that boded little good for children or for anyone. Because many had not read his original article in the February

Redbook—*and* because sound simple ideas about children are hard to understand—Spock's column in the June 1974 *Redbook* was titled: "What I Said in February About Raising Children—and What I Did Not Say." Among his points: "There are those who feel that children are real human beings, striving to become more mature, with generally good motives and eager to learn, and that they deserve kindness and respect despite their inexperience and their need for adult guidance. . . . Even people who have only the haziest notion of my views know that at least I am on *this* side, of trusting children. Interviewers who lean in the opposite direction are always trying to get me to admit that it takes severity to bring up a good child. And if I don't agree they want me to admit that I favor rudeness, irresponsibility, illiteracy, sexual promiscuity, drug addiction and violence." An editorial in the *Wall Street Journal* warmly supported Spock: "Spock has *not* done an about-face. What is admirable is his life-long insistence that no fad or pseudopsychological theory is as reliable as parental common sense, guided by a loving concern for the child." Spock's comment: "The *Wall Street Journal* of all places! But I couldn't have put my defense as well if I had written the editorial myself."

This was February and April. An end-of-the-year news item also involved Spock. In December the *Guinness Book of World Records* announced that it had become the world's best-selling nonfiction book with total sales of more than four million . . . at long last replacing the old leader, Spock, with his *Pocket Book of Baby and Child Care*. Spock's sales: 3,916,000. Second best. But really not bad.

A Head Start controversy

Another controversy simmered in the early months of the year, kept alive largely by the conviction of physicist and electronics expert William B. Shockley of Stanford that Blacks are genetically inferior and therefore permanently inferior, with the implication that early childhood programs like Head Start could not possibly make any difference. Quite apart from this special point of view, Head Start's effectiveness was the center of another dispute. A major meeting at NAEYC's annual conference in Washington raised the question: "Head Start: Boon or Boondoggle?" The question was fired up by the appearance in 1974 of several books critical of the program: *Head Start—A Tragicomedy With an Epilogue,* from Behavioral Publications; *Is Early Intervention Effective?,* released by the Office of Child Development itself; and in particular, a three-volume report available from the Government Printing Office, *Federal Programs for Young Children—Review and Recommendations,* a study directed by Sheldon White of Harvard. One of the zingers in the Sheldon White report: "A massive investment has not shown to be effective in increasing the academic achievement of Head Start participants, and effectiveness in other areas has not been adequately assessed. Therefore we propose that the implementation of Head Start as a nationwide system of preschool centers be reconsidered." White's recommendation: to diversify Head Start's efforts, less through group experiences and more through other approaches, and not to end the investment with the early years. For whatever help it may be, in a later statement White indicated that the problem might lie more in our evaluative techniques than in the Head Start program.

I have a personal comment. We talk of our "massive investment" in Head Start. The total spent since 1965 *is* large. But every relationship I have had with any *one* Head Start program leaves me aware of how very little we spend. It has been a long time since I have seen a Head Start group with a thoroughly trained and broadly experienced staff, paid at the level such expertise should command.

The Sheldon White report includes the estimate that 95% of Head Start parents feel that the program is beneficial, so something good must be happening even if our present research methods cannot turn up objective proof. This may be why at year's end Congress renewed Head Start's funds and talked of making the program a permanent fixture in the Office of Child Development.

More disagreements

Two other Harvard professors were also involved in an early childhood controversy. Jerome Kagan spoke at the huge opening session of the NAEYC Washington meeting; Burton White spoke at the huge closing session. Each stressed opposite points. Jerome Kagan's theme, "The Resilient Child," emphasized reports of later childhood experiences overcoming early childhood deficits. Burton White's theme was irreversibility, emphasizing that harm done, especially between eight months and three years, cannot easily be patched up. White's position was more pleasing for early childhood people to hear, but many in the audience needed reassurance from *both* men that the nursery school-kindergarten-Head Start years had some importance.

Gains in the states

I said at the beginning that the year's political excitements were not matched by comparable developments in the early childhood field. I should have made it clear that I meant *nationwide*. Individual states made important gains. **Missouri,** for one. Effective July 1974, all Missouri schools *must* offer educational programs for fives with special needs, and Missouri made available funds for threes and fours with handicaps to those schools that wished to offer programs. The new **Alaska** Office of Child Advocacy published its first brochure, beautifully done and strikingly titled "Do Not Fold, Bend, Mutilate . . . Or In Other Words: What About Our Kids in Alaska?" In **Louisiana** the state association on children under six, LACUS, brought out a useful pamphlet for parents: "How To Choose a Good Day Care Center." **Tennessee** established a state Office of Child Development. **Vermont** took the same step. The Vermont OCD, with the equally new Vermont AEYC, held in June what they hoped would become an annual conference on child care. **Iowa** also moved toward a state Office of Child Development, laying the groundwork by establishing a Task Force on Early Childhood Education. Another item of good news from Iowa: the establishment of an Early Childhood Education Center in the College of Education at the University of Iowa, a lineal descendant of the famous Iowa Child Welfare Research "Station" dissolved in 1973. The **University of Minnesota** also established a Center for Early Education and Development in its College of Education.

Florida had bad news. The Florida Office of Early Childhood Development, set up by Milton Akers, lost its funds. But the state did take one tremendous step ahead. As my informants put it, "At long last Florida became the fiftieth state to pass child care licensing legislation!" Such legislation was a concern in many states. A determined effort was made in **New Jersey** by commercial day care operators to weaken the state's good requirements. A similar weakening-lessening-cutting back on requirements was undertaken in **Maryland** and **Delaware.** The efforts all failed in 1974 but they portend continuing attacks in 1975. One sign of the struggle ahead: an association whose name includes all the good words — the National Association of Child Development and Education — the organization of private day care operators, testified *against* the Mondale-Brademas Child and Family Services Act of 1974.

A worrisome scene

At times in 1974 it seemed as if the most significant events which could affect the lives of young children in the United States took place far from any classroom. The steady, terrifying spread of hunger throughout much of our globe, for example. In May UNICEF, reporting that 400 to 500 million children were threatened by severe malnutrition and starvation, declared a "World Child Emergency." In November, under UN auspices, 140 nations met in Rome at a World Food Conference. The cause for concern: For the first time, globally, food supplies seemed unable to keep pace with the world's exploding population, growing in 1974 at the rate of 1.4 million new mouths to feed each week. One newspaper headlined its report on the Conference: "The Next Crisis — Universal Famine." No individual young child, no matter how lucky his setting in 1974, will be safe for long if the worst fears of the food experts come true.

UNICEF in 1974 published an important report bearing on all this: *The Young Child: Approaches to Action in Developing Countries*. Dr. Charles Gershenson of Brandeis University was the senior author. The report says in part, "The developing countries have four times the number of children under five years of age as do the industrialized countries. Their young child death rate is eight times higher. One group of children live in countries where the average per capita income is $250 a year; the other group where the average per capita income is $2,250 a year." The UNICEF report concludes: "This is an unacceptable situation, a challenge to all mankind." Amen.

The U.S. birthrate

The United States is *not* having a population explosion. The latest available figures are for 1973: a birthrate of 15 per 1,000; a fertility rate of 1.9 per family, below the Zero Population Growth goal of 2.1. The United State's total population did increase slightly during the year because of immigration and other factors. There were many strange repercussions from the low birthrate. The American Academy of Pediatrics wondered if we were headed toward a "glut" of baby doctors, the way we allegedly have a "glut" of teachers. In 1962 we had 1 pediatrician to 5,520 children. The 1974 estimate: 1 pediatrician to 3,445 children — a little higher than the ratio of children to teachers in the usual kindergarten, but not much. Baby food manufacturers also worried, as did toy manufacturers. Economists, looking far ahead, worried about the viability of the Social Security system: Could today's small numbers of youngsters contribute enough to support the oldsters? Total enrollments — kindergarten through college — dropped while costs soared to record highs, confronting school people with a very difficult public relations problem. School difficulties were compounded by another headache, neatly worded by a speaker at the June meeting of the Education Commission of the States: "Things like the environment are sexy now, and education isn't. . . . People are not enchanted with the notion of bolstering educational standards." The commission heard a disturbing statistic: In 1973 the portion of state revenues spent on education fell below the 50% mark for the first time in a decade. Sad news, when one realizes the need to reduce kindergarten class size, the need for state aid for four-year-olds, for good child care centers, for expanding and improving Head Start. This is no time to be angry at how much children cost.

The "Doomsday Clock"

It seems mean to end a year's report on a gloomy note but one more item must be recorded. The *Bulletin of the Atomic Scientists* has on its cover a so-called "Doomsday Clock." The clock gives the scientists' estimate of how much time our planet has left to put its affairs in order. In 1974 the hands on the clock were pushed ahead three minutes, from 12 minutes to midnight to 9 minutes, symbolizing the atomic scientists' concern about the international nuclear arms race. They believe the race got somewhat more out of control in 1974. A child four years old in 1974 *could* live until 2074 — happily, usefully — if we make a little progress in coping with war, hunger, poverty, overpopulation, race relations. . . . If we don't, it's nine minutes to midnight and getting later. But don't you wait until 2074. I will look at the record of early childhood education in 1975, the good and the gloomy news. We need to know them both.

A LOOK AT 1975

Important developments come despite economic difficulties

1975 was not a good year economically. Unemployment was high, prices were high. In large part because of this, few giant strides were taken in some key areas of need.

No additional states voted funds for programs for preschool handicapped children. Twelve states now have such programs; no new ones joined them.

No states voted aid for public four-year-old groups. Pennsylvania provides such aid; no other state does.

There were no significant new children's television programs.

And the Child and Family Services Act, the Brademas-Mondale Bill that could provide the good child care programs so urgently needed, stirred talk in congressional committees but not action.

There were bright spots, however. Idaho joined those states that now provide some amount of state aid for kindergartens. Only Mississippi and North Dakota still hold out.

Ohio joined those states that make it mandatory for local communities to provide kindergartens. Fourteen states now do, 36 do not.[1]

And despite the economic difficulties, the year had its share of other important developments.

One case in point: A director was finally chosen to head the Office of Child Development at HEW in Washington, D.C. Ever since 1972, when Dr. Edward Zigler, the first director, resigned to return to Yale University, OCD has had no permanent head. Of very special significance: the professional background of the new director, Dr. John H. Meier. OCD had suffered from rumors galore about the possible appointment through the three years of bureaucrats, of nonentities, of political hacks. These fears were set to rest in 1975.

Before coming to OCD, Dr. John H. Meier was head of the John F. Kennedy Child Development Center in Denver, a part of the University of Colorado Medical Center. He is a psychologist who has been close to nursery schools, child care, the public schools, and Head Start. At Denver he was Associate Professor of Psychiatry and Pediatrics (in Clinical Psychology), and also Adjunct Associate Professor of Education. The job calls for exactly that kind of rounded experience and training.

Another case in point: On July 24, at a special ceremony in Washington, 12 individuals became the first to receive their credentials as Child Development Associates. Twelve is only a dozen, not cause in itself for shouting. But, for better or worse, 1975's twelve CDAs will be followed in future years by hundreds, possibly thousands more. In 1975 CDA training was provided to 500 teachers in CDA pilot projects and to about 5,000 staff members in Head Start Supplementary Training programs. A new name, a new award, a new "degree," a new credential, a new approach to teacher training came into early childhood education in 1975.

The Washington ceremony perhaps should be recognized as a *bona fide* breakthrough for the field as a whole; it certainly was one for the Child Development Associate Consortium, an unusual organization set up as recently as 1972. The consortium is a private partnership, financed by OCD, of more than 40 national associations concerned with young children. Any successful cooperative effort involving 40 associations has to be termed "unusual"! The CDA credential is performance based, awarded after examination of an individual's actions on the job in six areas of competency. Deeds, not words, count with CDA and *that* is unusual. The CDA credential, valid for a three-year period, is not a license to teach; such legal credentialing is up to each state. But the Child Development Associate Consortium is working now to persuade states—some have already said "Yes"—to accept the credential as one option for meeting state teaching requirements.

The Child Development Associate idea emerged when trained staff in early childhood was exceedingly scarce and when new programs were proliferating. Times do change. In 1975 the National Education Association reported that 234,000 students had earned teaching credentials at our colleges and universities but only 111,000—fewer than half—could get teaching jobs. Only time will tell whether in 1975 we developed a new style of teacher training, better suited to some, and whether we developed a new way of

86

encouraging people who are natively skilled to work with children, or whether we lowered our standards and requirements for teaching young children.

Five-year-old kindergartens on the move

1975 was not a year for major new programs *but:* a 1975 report showed that more of our three-, four-, and five-year-olds were in preprimary groups than ever before in our history.[2]

The report, always a year behind, covers the 1974 school year and reveals that:

- Almost 20% of our three-year-olds were in groups;
- Almost 38% of our fours;
- And 78.6% of our five-year-olds were in preprimary groups.

Put the figures all together: 4,689,000 young children, the largest number ever — 45.2% of the total three- to five-year-old population.

This figure is impressive in itself but especially when contrasted with early childhood enrollment in 1966. In 1966, 29.4% of our threes, fours, fives were in preprimary groups; in 1974, 45.2%!

One more detail from the report: The number of fives in preprimary groups increased from 1973 to 1974 more than in any previous one year: up 6.2%! Five-year-old kindergartens clearly are on the move, even if other groups are not.

One finishes reading such lovely-sounding, impressive numbers — 6.2%, 45.2%, 78.6% — wishing we could measure quality as nearly as we measure quantity.

Low birth rate — Will it continue?

One 1975 statistic did not reveal growth and increase. In 1974 (again, the figures are always a year behind), the U.S. birth rate continued its persistent fall, dropping to the lowest point in our country's history: 14.9 per 1,000. The total number of children born increased a tiny bit because of the larger number of women in the childbearing years but the fertility rate stood at a new low level of 1.9 children per women.

The impact of the low birth rate on early childhood education is hard to foresee. Fewer children could mean that only truly wanted youngsters are being born. Fewer children could mean we will have more resources to use for the children who are born. *Or:* Fewer children could mean that early childhood education will have less political clout and command less attention. September 1975 news stories told of "record number of students entering their senior year in high school" and "college and university enrollments increasing." There is the possibility that the needs of older ages may steal the spotlight from young children.

Still another possibility: The low birth rate may not continue. Two demographers made headlines in August predicting the beginning of a new baby boom. They based their prediction on a slight rise in the 1974 California birth rate and on a hunch that many women who have postponed having children may not wish to remain childless permanently and may soon make up for lost time. Only time — and the Bureau of the Census — will tell us whether the prediction is sound. But the Census Bureau in 1975 reported two trends that seemed to argue against a baby boom: (1) The American marriage rate dropped in 1974 for the first time in 16 years; (2) those who did marry married at a later age.[3]

Birth notes

Without trying to prove any point — this is simply a convenient place to report it — we record here that on January 11, 1975, the world's only surviving sextuplets celebrated their first birthday, in Cape Town, South Africa.

And without knowing for sure what point it supports (but feeling very troubled by it) we record here one additional statistic from the Census Bureau: In 1975 more than 30% of our school-age children were the children of separated, divorced, or never-married parents. The bureau's only comment: "Such children have many problems but they at least have far less cause to feel unique than did similar children of yesterday."[4]

One other birth note of very great importance: On April 1, 1975, according to an estimate based on United Nation's data, the world's population passed the four *billion* mark. Troubled by the shortages of food and energy that today's young children seem certain to experience in their tomorrows, one population expert commented: "We should declare April 1 an international day of mourning. It is a sad joke on mankind."

A much more cheerful birth note: May 14, 1975, was designated National Head Start Day, to honor that program's 10th anniversary. Head Start was begun under a Democratic administration and has survived through two Republican administrations. That is an achievement. And in its ten years it has served more than five million children and their families — a very great achievement. Head Start's 1975 statistics are themselves very impressive: 350,000 children in 9,400 centers in more than 1,200 communities. On May 14 there were some birthday parties across the country but earlier in the year, in January, Head Start received the best kind of birthday present: President Ford signed legislation ensuring the program's continuation for three more years, through fiscal 1977.

Another high point of the Head Start year: the adoption of performance standards in education, health, and social services, and in parent involvement. The Head Start Performance Standards (and excellent examples of how they might be met) were published in July in a booklet available from OCD. They now constitute official policy, which local Head Start programs must meet to receive future funding. They set a worthy challenge for *any* group to try to meet, regardless of its funding.

Head Start, NAEYC anniversaries quietly pass

The Head Start anniversary was not marked by the fanfare it deserved. Another event, which could have been celebrated as a 50th anniversary, passed completely unnoticed. In June 1925 — fifty years ago — eight people brought together by Patty Smith Hill at Teachers College, Columbia University, talked about the advisability of forming some kind of nursery school organization. That meeting was the start of what was to become the National Committee on Nursery Schools; then the National Association for Nursery Education; then **NAEYC,** the National Association for the Education of Young Children. Four of the eight people at that informal meeting in 1925 are still very alive and active: Rose Alschuler, Abigail Eliot, Nell Goldsmith, Lois Meek Stolz. And fifty years later, in 1975, NAEYC reported a total membership of 25,073!

Women in the news

1975 was International Women's Year, highlighted by a UN Conference in July in Mexico City attended by delegates from more than 130 nations. Throughout the year news stories spotlighted the many alternative jobs continuously being opened to women; alternatives to full-time motherhood, that is. Typical of the stories was *Time* magazine's choice for its annual Man of the Year cover. In 1975 *Time's* "Man" of the Year was . . . 12 women!

The 10-year Plan of Action adopted by the Mexico City conference included a section stating: "Child care facilities are of vital importance. . . ." The proposition could have been put in stronger terms: "*Excellent* child care facilities are of vital importance. . . ." But unfortunately neither International Women's Year nor anything else for that matter moved us closer to getting such facilities.

Disappointing show of agreement about Child and Family Services Act

Throughout the year there was much discussion about the proposed Child and Family Services Act, with many arguments over who should run child care. The American Federation of Teachers, not well known for any past interest in day care, wanted the public schools to be the prime sponsors of any federally funded programs. The National Association of State Directors of Child Development wanted the states to have a major hand. The Brademas-Mondale bill is more wide open, identifying local as well as state sponsors and private as well as public, just so long as certain standards are met.

Sharp blows to progress

Some people knew a way to solve this argument: Pass no bill at all! Parts of the midwest — Indiana, the home of Representative John Brademas, in particular — were flooded by an unsigned, badly mimeographed, completely misleading sheet claiming that "comprehensive child development" meant letting the government take children away and sovietize them in a communal form of childrearing. The barrage reached Florida, too. A report from there said: "A vicious campaign against the Brademas-Mondale Bill surfaced vigorously late in the year, widespread, well-organized, and full of misinformation."

Some groups opposed the Bill: the American Conservative Union; a new "parents' lobby" calling itself the National Coalition for Children; and the group that uses all the good words in its title: the National Association for Child Development and Education, the private owners and operators of day care facilities.

As if all this wasn't trouble enough, a sharp blow — especially hurtful because of its prestigious source — came through a Research Memorandum of the Educational Policy Research Center of the Stanford Research Institute — and they use a lot of good words in their title, too![5] This May 1975 report concluded: "We find no evidence of a current or impending overall shortage of (child care center) services. . . . Present proposals for massive increases in the present systems of federal support and incentives for day-care centers do not reflect any clear and present national need."

Focusing on the real problem

Somehow the researchers missed some basic information. One fundamental fact they missed was well presented by Sadie Ginsberg, long-time worker in child care, in a 1975 tape on the history of the child care movement: "It is never right to speak of a shortage of child care facilities. Every single one of the millions of mothers in the labor force at this very minute has had to find some kind of child care facility. That is one of life's terrible realities. There is absolutely no choice. If a mother is on a job she must have some plan and must be using some service for her child. She may bring her youngster with her to the job. Or she may lock her child in her car. Or she may get a bad baby-sitter or put her child in a bad foster home or in a quite bad center. The problem never is the shortage of facilities — *it is the shortage of good facilities.*"[6]

It is surprising that the Stanford Institute researchers didn't know that. And surprising that they seem not to have read *Windows on Day Care*[7] — it is not listed in their bibliography. *Windows on Day Care*, a 1972 nationwide survey based on actual visits to centers rather than adding figures on a page, found that only 1% of our private-for-profit day care centers could be called "really good" and that about half had to be called "poor" — some of them "heartbreakingly poor."

No effort was made in 1975 to bring the Child and Family Services Act to the floor of Congress; 1976 will be the year for that. When one puts together the misconceptions, the irrational fears, the canny self-serving interests, and the general ignorance about top-quality child care, it is hard to feel optimistic about the outcome.

Names change, funding appropriations do not

Several other sources of federal aid for child care were, of course, available during 1975. In 1975 the largest single source took on a new name: old Title IV-A became Title XX of the Social Security Act. The name change brought no additional money for child care. According to a DCCDCA survey, the states in 1975 got about 588 million dollars, approximately the same as Title IV-A provided.[8]

Under Title XX, eligibility for day care was relaxed a bit, a welcome forward step. Title XX child care is for those on welfare, as was Title IV-A, but Title XX is also open to some of the "working poor" —families whose incomes are not above 115% of their state's median income.

Standards for adult-child ratios were intended to be tightened a bit, and that would have been a forward step. But that proposal produced continuous wrangling, including a suit to block the new standards brought by private day care operators who receive federal funds. There was also much maneuvering in Congress. William Pierce of the Child Welfare League summed up the dispute: "It is an economic versus a child welfare issue." The final decision—lowered standards, higher standards—was put off until 1976.

One 1975 congressional action did help many working parents. The year's tax law raised the income ceiling under which parents are allowed to deduct the maximum of $4800 a year for child care expenses from $18,000 to $27,600. Reduced deductions, less than the maximum, were also allowed on incomes up to $44,600. The change became effective January 1, 1976. Such improvements in the tax law obviously do not provide any child care services but they ought to help more parents afford good services, *if* only they could find them somewhere.

There was also talk of further changing the law so that working parents who do not itemize their deductions and who file the short tax form would be able to take a tax credit for child care expenses. We will follow up on this development in *A Look at 1976*.

Programs for preschool handicapped children have been slowly, steadily, quietly expanding in recent years. In 1975 twelve states provided state aid to programs for threes, fours, and fives with special difficulties; in addition, handicapped preschoolers filled 10% of Head Start's rolls. A 1975 bill, passed by Congress and signed by the President, gave this field of the preschool handicapped a major boost. The bill authorized a $300 bonus to states for each preschool handicapped child they serve, over and above the basic subsidy the states receive for serving handicapped 6- to 21-year-olds. Another part of the law: By 1980 any state that wants to continue receiving such federal aid must provide free, appropriate public education for *all* its handicapped children, including three- to five-year-olds. The bill doesn't go into action until 1978; the hard cash hasn't yet been appropriated; but if everything should proceed smoothly this 1975 law could mean a considerable expansion of preschool programs for some of our children who have a very special need for them.

A few memorable moments

It is the rare year that doesn't produce one (or one hundred) wise remarks I would have been delighted to have thought up and said. The 1975 prize, in my judgment, was carried in the September 16 *Report on Preschool Education* and attributed to the editor of the London *Times* Education Supplement. The Englishman's wisdom: "I'm sure God wasn't an American. If He was He would have said on the third day, 'Let's stop and evaluate where we are.' If He had, He would have been so disgusted with the whole damn project that He would have dropped it." Early childhood programs, so continually being tested and examined and asked to prove their worth, ought to tack that up on the wall.

Each year's anniversaries are always pleasing to report. One has been mentioned: **National Head Start Day,** that program's 10th birthday. Another: **National UNICEF Day,** which equals Halloween. Twenty-five years ago youngsters began soliciting contributions for UNICEF. The first year's take was $17; in 1975 children collected more than $3 million. *Peanuts* was also 25 years old in October. The headline in my newspaper read: "Good Grief!" And on October 22 the **New Jersey Association for the Education of Young Children** celebrated its 30th birthday. NJAEYC began with 70 members; in 1975 it had more than 1,000.

Threat of epidemics still real despite vaccines

An anniversary of very special significance for young children was celebrated on April 12, 1975: the 20th anniversary of the announcement of the discovery of the **Salk vaccine** protecting children against polio. Through all the years there are so few real medical breakthroughs; protection against polio is one of them. There is a catch, however. Children must get the vaccine in order to be protected — the protection doesn't "just happen." Unfortunately, year after year the number of protected children has gone down. In 1963, 84.1% of our preschoolers had the vaccine; by 1974 the percentage declined to 63.1%. (If you can stand a more shocking figure: Among non-White preschoolers in our central cities only 47% were adequately protected.)[9]

The picture gets worse the broader the look one takes. In 1975 the Centers for Disease Control of the U.S. Public Health Service announced that approximately 40% of our one- to four-year-olds were unprotected against polio, measles, rubella, diptheria, pertussis, or tetanus. We know how to do a lot of good things that we just don't do.

A spokesman for the Centers for Disease Control gave one explanation: "Many parents today simply don't remember the devastating epidemics of paralytic polio in the 1950s. They aren't aware of the real dangers of measles, rubella and other childhood diseases, and many believe the diseases have been completely eradicated. This simply is not true."

There was one positive note. In 1973 the Centers for Disease Control designated October as Immunization Action Month and hit hard at the idea in 1973, 1974, and 1975. The latest figures show that for the first time in recent years immunization levels have increased a little, although the center warned that the levels were still so low that outbreaks of completely preventable diseases were possible. One fact mentioned earlier in this report has a bearing here. With 45.2% of our threes, fours, and fives now in groups — and the number is apt to increase — we have a device to ensure that young children receive the immunizations they need.

One other very cheering health note: In 1974 the United States achieved its lowest ever infant mortality rate: 16.5 deaths per 1,000 live births, a dramatic 7% decrease from the 1973 figure. Three states — New Hampshire, Maryland, Vermont — had infant mortality rates almost on a par with those of Sweden, Finland, Norway, and the Netherlands, countries that have consistently reported the lowest infant mortality in the world.

Beginnings and endings for publications and programs

Two publications of special interest were born in 1975. In this country: *Early Years Parent*, for parents of children two to nine. The first issue: Winter 1975/1976, to be published quarterly through 1976 and monthly thereafter, edited in Darien, Connecticut, by the same people who do the lively journal for teachers of young children, *Early Years*. The other birth, in Canada: *The Journal* of the Canadian Association for Young Children, born November 1975 in Montreal at the first nationwide meeting of the newly formed Canadian Association.

A federal preschool program whose birth we recorded in *A Look at 1972* came to an end in 1975: Home Start, the effort to provide Head Start-type comprehensive services for children and their families in their own homes. Interest in reaching preschool children in their homes was not ended, however. OCD funded six Home Start Training Centers to help those who want to carry on the Home Start concept. And, in a separate development, U.S. Commissioner of Education Terrell H. Bell announced the establishment of 52 "Early Childhood Education Outreach" programs. Based in public elementary schools, these are designed to do what their name suggests — to reach out to parents of preschool children in their homes.

Child development draws attention on TV

One particular hour of television in 1975 should be noted as having special significance. In January Dr. T. Berry Brazelton of Harvard Medical School conducted a 60-minute program on National Education Television entitled, "What Makes A Good Father?" The show ended with the request: If you want more programs like this on child development, write your local station. NET received over 15,000 letters, considered by TV experts to be "a great outpouring." By year's end, however, there were no plans for any follow-up. This is regrettable, especially in light of one of the main recommendations of the Early Childhood Task Force made in March to the Corporation for Public Broadcasting: "The Corporation should encourage the development of programs for parents and potential parents. . . . In importance and effect, no work is more fundamental than that of a parent." [10]

In other 1975 TV news: "Sesame Street" had its fifth birthday. "Captain Kangaroo" celebrated his 20th birthday. The Captain began telecasting October 3, 1955—a reminder of how-short-a-time, how-long-a-time TV has been with us. "Mr. Rogers" won public broadcasting's highest award, the Ralph Lowell Memorial Award, given for "a significant impact on public television." Having produced 455 programs for children, Mr. Rogers announced in 1975 that he was in the process of reviewing these programs, making any necessary changes, preparatory to beginning again with Number 1 in February 1976. While the reruns go on for a new generation of children, Mr. Rogers plans to give his time to other programs, such as one announced in 1975 for young handicapped children: "I Am, I Can, I Will."

Life expectancy increases in a backdrop of violence

The National Center for Health Statistics released figures showing that in 1974 our country achieved its highest ever life expectancy: 72 years! Seemingly 1975's average five-year-old stood a good chance of being around in the year 2042. This is a reminder to all of us that children don't disappear when they leave our nursery schools or Head Start centers or kindergartens. If we care for children we have to be concerned about their life today, in school and in the wider world, *and* their life tomorrow as well.

In 1975 the wider world too often looked very violent. True: the fighting finally stopped in Vietnam; and Israel and Egypt agreed to a temporary *modus vivendi*. But the day-by-day news seemed dominated by violence in Ireland, violence in Lebanon, violence in Argentina, violence in Angola . . . and that doesn't leave out many continents. Perhaps the violence should be no surprise considering that 1975 marked the 30th anniversary of the dropping of the A-bomb on Hiroshima and Nagasaki. If one worries about the lives of young children in the years ahead there was some comfort (I think) in a report issued by the National Academy of Sciences in October: "A full-scale nuclear war would devastate the warring nations but distant, uninvolved nations might survive, and most of the ill effects would probably be gone a quarter of a century later." I should perhaps label that story — it was supposed to be "good news."

Unrest in the public school world

The wider world more immediately ahead for young children, the public school world, had its share of troubles in 1975. The Associated Press in July reported that communities the country over had voted down school tax increases at a record rate. In the same month the National School Boards Association estimated that the cost of educating a student had risen 14.4% over 1974, to an average of $1170. Catholic parochial schools faced similar problems: costs up and enrollments down. It was reported that 2,144 Catholic elementary and secondary schools have closed since 1942.

There may be some solace for somebody in the report that even Harvard College had financial troubles: a deficit of $1,700,00 in 1975, an estimated deficit of $2 million for the year ahead.

There was no need for anyone to worry, however, about the United States going broke. In August we launched two spacecraft, aimed to land on Mars on July 4, 1976, a bicentennial birthday present to ourselves. The launchings represented our most ambitious unmanned space effort *and* our most expensive. The cost: about $1 billion. The United States does have a lot of money. Our problem is how we spend it.

Teachers strike over class size

1975 was called "The Year of the Teachers' Rebellion." At one point in September approximately one million children had no school because of strikes in 11 states. Class size was frequently one of the bones of contention between teachers and school boards. The kind of year 1975 was — and what today's young children may have ahead of them — was indicated by the fact that New York City teachers settled their strike agreeing to 34 (!) children per class; New Haven, Connecticut, teachers settled for 31 (!) children. With such class size one wonders why anyone ever feels surprised at crime or suicide or drug addiction rates.

Paddling ruled OK by Supreme Court

A decision by the United States Supreme Court had a bearing on the school life ahead for today's little children. In October the Court affirmed the decision of three federal judges in North Carolina that it was legal and perfectly OK for schools to paddle children, despite the protest of the child's parents (and, one has to assume, despite the child's protest too). This could become one valid argument in favor of pushing children to grow up quickly. At some age paddling is called "assault and battery" and is no longer legal.

Special efforts to protect children from abuse

With such goings on one could be glad that in 1975 the National Center on Child Abuse and Neglect, a part of the Children's Bureau of OCD, moved into high gear. The Center, set up in 1974, got its first Director: Douglas J. Besharov. It published the first two in a projected series of six pamphlets for people working in the field of child abuse; and it awarded $14.7 million for research, for prevention and treatment programs, and for improvement in the methods of reporting abuses. In addition to this Washington effort Pennsylvania passed a major bill attacking child abuse, as did Michigan. Alaska held a Governor's Conference on Child Abuse and Neglect. And the May-June issue of *Children Today* was a special issue—very well done—on the subject. The need for all this attention was clear. In 1975 it was estimated that there were 300,000 incidents of possible child abuse or maltreatment, and approximately 2,000 child deaths in circumstances where abuse or maltreatment was suspected.

Conferences of note

1975 saw the usual conferences of importance to early childhood educators: ACEI meeting in New Orleans in April; EKNE in Anaheim in August; DCCDCA in Washington in September; NAEYC in Dallas in November; plus, of course, many, many local and state and regional meetings. There was one special national meeting: in Denver—May 5-7—the National Conference on Parent/Early Childhood Education. The meeting was sponsored by the U.S. Office of Education — a first such sponsorship — and conducted in cooperation with the Office of Child Development and all the usual early childhood associations *plus* a very unusual array of "big brass" — groups not generally involved in early childhood meetings, such as the Council of Chief State School Officers, the Education Commission of the States, the National School Boards Association, the National Association of State Boards of Education. . . . Fourteen hundred attended. As at all such conferences no edicts were issued, no money disbursed. There was, however, a lot of discussion, much of it centering around the question of who should take the lead in administering early childhood programs. Not long ago no one cared! Maybe one reason for today's high interest, even competition for the honor, is explained by a statement of Urie Bronfenbrenner's cited in the Call to the Conference: "There is a growing body of evidence that the process of making human beings is breaking down in American society. . . . The causes are manifold but they all operate in one direction: namely, to decrease the concern of one generation for the next." A frightening observation; a wise observation, I fear; and a very good reason for holding a conference and for "big brass" to attend.

Milestones

In every year honors come to people and there are promotions, retirements, job changes. Among the notable happenings in 1975: **Jeannette Watson** of Texas was elected president of the National Association of State Directors of Child Development; **Evangeline Ward,** Past President of NAEYC, took a leave of absence from her post as professor at Temple University to serve as executive director of the Child Development Associate Consortium; **Edith Dowley,** on the faculty of Stanford University since 1948, director of Bing Nursery School there, retired; **Barbara Biber,** associated with Bank Street College of Education since 1928, now Distinguished Research Scholar Emeritus, was honored by the College at a dinner and reception in New York in April; **Joan Ganz Cooney,** founder of "Sesame Street," was chosen as one of the *Ladies Home Journal's* eight "Women of the Year" for 1975.

In every year, too, the field of early childhood education suffers from deaths. Among our 1975 losses: **Clarissa Bacon** of Santa Monica, California, active so effectively for so long in ACEI; **Mildred**

Souther, president of SACUS 1971 – 1972, longtime faculty member at Southern Baptist Seminary in New Orleans; **Morton Edwards,** founder 23 years ago (with his wife Virginia, who now carries on the work) of that lively monthly news magazine, *Today's Child;* and, especially sad for me to record, the death of **L. Joseph Stone,** on the faculty of Vassar College since 1939, the producer of those wonderful Vassar films used so widely in teacher training and, along with many other publications, coauthor with Joseph Church of the textbook that does so well by young children (and all ages), *Childhood and Adolesence*.

State developments

Many more important developments affecting young children occur each year within each classroom and community and state than any one report could ever encompass, but a few highlights can be mentioned. One new force helping children in some states — 14 of them — is a state Office of Child Development. These offices sometimes have slightly different names, and they each operate in their own fashion. In 1975, among many other activities, the **Texas Office of Early Childhood Development** distributed a very unusual, tremendously powerful booklet, "46 Things You Need To Know About Texas Children" with the subtitle: "The Darker Side of Childhood." Brought together are the facts and figures on Texas family life, health, nutrition, child care, and other services, with no punches pulled. The OCD in **Utah** conducted a statewide two-day April Early Childhood Workshop. The **South Carolina** OCD worked on legislation for statewide licensing of child care centers. In **West Virginia** the state office is called the Interagency Council for Child Development Services; in an attractive booklet, "Putting the Pieces Together," ICCDS told its story of operating 29 projects of its own and coordinating other children's services throughout the state. In 1975 the state of **Washington** discontinued appropriations for its Child Development Planning Project. The **Arkansas** legislature did not refund its Office of Early Childhood Planning. In Arkansas, however, Governor David Pryor appointed his own Early Childhood Study Committee, chaired by Dr. Mildred Vance of ASU. Arkansas, incidentally, voted state aid for kindergartens in 1973. In 1975, 85% of the state's school districts operated kindergartens, 80% of all Arkansas fives were enrolled, and an additional 10% of the state's fives were in Head Start — amazing progress in two years. In other state news: the **South Dakota** Department of Education developed a new "Kindergarten Guide" and had in process a booklet, "What Is A Good Nursery School?"

All the state news is not good news, however. Several states — **Michigan** and **Delaware** in particular — reported the difficulty of maintaining quality programs in a time of inflation and high unemployment. **Georgia,** spurred by the commitment of Governor Busbee, had hoped for a considerable expansion of its growing state kindergarten program but financial pressures led the legislature to call off expansion. **New York City,** with its well-publicised financial problems, lost some of its publicly funded child care centers, 28 of them according to one report. And sometimes what looks like a forward step turns out not to be. In 1974, after a long struggle, **Florida** achieved statewide licensing of day care centers and, in 1975, voted a niggardly $25,000 to carry out the program. **Kentucky** in 1972 voted state support for kindergartens and began adding about 50 new programs a year. In this process, however, Louisville, which had long locally financed its own public kindergartens, stopped its local support. The result: In 1975, fewer Louisville fives went to kindergarten than in past years.

Taking care of unfinished business for kids

For two years the Day Care and Child Development Council of America has been saying: "Birthday Parties Are for Kids" and has been pushing to make our bicentennial year "Child Care '76." **The National Association for the Education of Young Children,** which in the spring of each year has promoted the *Week* of the Young Child, designated 1976 as the *Year* of the Young Child, to celebrate the bicentennial and the official 50th birthday of NAEYC. Despite these and many other efforts it is hard to be optimistic that 1976 will turn out any prizes for young children. As 1975 became 1976 the recession continued, inflation continued. And in 1975 it had become politically chic — for liberals and conservatives — to say: "Government can't do everything" and "You can't solve problems by throwing money at them." Early childhood education has so much unfinished business: better class size; better child care; the extension of kindergartens; a start on public four-year-old groups; better TV for children; more programs for the preschool handicapped. . . . I think young children and thoughtful parents might not object strenuously if a more active government tried throwing a little money at these problems, just to see what would happen. But, good year or bad year, I will report again in *A Look at 1976*. Wouldn't it be a pleasant surprise if it turned out that birthday parties really are for kids?

NOTES

1. A 1975 publication of the Education Commission of the States was helpful in supplying some of this information: *Early Childhood Programs—A State Survey in 1974–75*. Denver: Education Commission of the States, 1975.
2. *Preprimary Enrollment, October 1974* by Irene A. King, National Center for Education Statistics. Washington: Government Printing Office, 1975.
3. *Some Recent Changes in American Families*, by Paul C. Glick, Bureau of the Census. Washington: Government Printing Office, 1975.
4. Glick, *op. cit.*
5. *Federal Policy for Preschool Services: Assumptions and Evidence*, by Meredith A. Larson. Menlo Park, CA: Stanford Research Institute, 1975.
6. *The Child Care Center Chronicle*, by Sadie Ginsberg interviewed by James L. Hymes, Jr. Tape cassette. Arlington: Childhood Resources, 1975.
7. *Windows on Day Care*, by Mary Keyserling, Ed. New York: National Council of Jewish Women, 1972.
8. *Voice for Children*, November 1975. Washington, DC: Day Care and Child Development Council of America.
9. News release, Center for Disease Control, Immunization Division, U.S. Public Health Service, Atlanta, GA.
10. *Public Broadcasting and Education*, a report from the Advisory Council of National Organizations. Washington, DC: Corporation for Public Broadcasting, 1975.

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A LOOK AT 1976

A national birthday party

1976 was the nation's bicentennial year, a party time, a time of celebration and gifts. Festivities throughout the country were capped on July 4 by the stately Parade of Tall Ships sailing into New York City's harbor. Kings and queens and heads of state came to pay us honor. Foreign countries sent gifts. Our present to ourselves — the landing on Mars of Vikings I and II — worked out perfectly. The spacecrafts completed their mind-boggling 11-month journeys of 214 million miles precisely on time, and then sent home color photos like any ordinary travelers.

But "birthday parties are for kids" . . . presumably. The party year turned out to be only so-so for young children.

The best bicentennial gift for many youngsters would have been more excellent child care centers. That gift never came. Nice words were spoken about child care, however.

In the Democratic platform, for example: "We propose federally financed, family centered, developmental and educational child care programs . . . operated by the public schools or other local organizations, including both private and community, and available to all who need and desire them."

Another example: The National Commission on the Observance of International Women's Year saying, "The Commission supports (as a matter of the highest priority) a renewed Federal commitment to universal, voluntary child development services . . . available on an ability-to-pay basis to all who need services, regardless of their income level."[1]

And eight prestigious educational associations supported the idea of "a truly comprehensive system of early childhood development services" and said the public schools should have the major responsibility for its delivery.[2] The important eight: NEA; AFT; PTA; American Association of School Administrators (AASA); American Association of Colleges of Teacher Education (AACTE); National Association of State Boards of Education and the National School Boards Association; the Council of Chief State School Officers . . . and that hardly leaves anyone out.

The year even brought forth an unusual idea on how to pay for good child care. Harold Howe II, formerly Harvard Professor of Education and U.S. Commissioner of Education, now vice-president of the Ford Foundation, argued that we provide more years of formal schooling than young people need. He suggested that we drop a year off high school and drop a year off college. Then, his bright idea: *The money saved by cutting back could be used for child care (!).*[3]

Words of support are always welcome but young children prefer something real. Maybe their best present was not a result of bicentennial celebrations but of the 1976 election: Walter Mondale as vice-president. As senator, Mondale was a leader in the child care effort. In his new role Mondale might have even more influence. (But don't tell the children: vice-presidents seldom have much power. If Mondale does, he will be the exception.)

Short on deeds, big on words

Our bicentennial year was a little short on good deeds for young children but it brought forth more than one year's share of important words *about* children. The year's best report: *America's Children 1976—A Bicentennial Assessment,* issued by the National Council of Organizations for Children and Youth (NCOCY)—a factbook crammed with sobering information on "three areas of critical importance to the well-being of young children: better family income, better child health services, better child care services." NCOCY called all three "urgent and achievable goals for this Bicentennial Year." The optimism was off-base but this blunt survey will stand as a prod for the years ahead.[4]

Conferences

This was also a year for special 1776–1976 meetings. The regular early childhood conferences were held: ACEI in Salt Lake City in

April; DCCDCA in Reston in May; EKNE in Philadelphia in August; NAEYC in Anaheim in November.[5] Then, in addition, NCOCY sponsored a Bicentennial Conference on Children in February. Another Washington February meeting on "The Bicentennial Child" was under the auspices of the Learning Institute of Early Childhood Education of the National Child Research Center. A Bicentennial Conference at the University of Miami (June 30–July 3), two years in the planning, was simultaneously a memorial to Kenneth Wann, early childhood specialist at Teachers College, who died in October 1974.[6]

Good news for children

1976 brought good words; it also brought some good deeds. The fast growing field of the education of the preschool handicapped made forward strides. One big step: State-by-state counting began to identify handicapped children from birth to age 21. Some examples: In **South Dakota** the search was called "Child Find"; in **Kansas,** "Count Your Kid In." The counting was a result of the Education for All Handicapped Children Act of 1975, which requires and helps states to educate *all* 3- to 18-year-old handicapped children beginning in 1978. The one exception: where a state bars public education in the three- to five-year range.

That exception — plus a belief in early intervention held by some members of Congress — led to the second stride ahead: Congress voted $12.5 million in preschool incentive grants to spur programs for handicapped three- to five-year-olds. $12.5 million is no great sum these days. However, this bill marked the first time that young children had been specifically singled out for federal aid to the handicapped, and the expectation was that the amount would increase yearly as more preschool programs develop.

More strides forward: **Virginia** in 1976 made it mandatory for communities to provide kindergartens. And **Arkansas** and **New Mexico** took *leaps,* not strides ahead. In 1972 these two states had only small, experimental programs of state-aided public kindergartens. In 1976, however, 85% of Arkansas's fives were in school! New Mexico enrolled 75% of its fives! In Albuquerque, for example, where there were no public kindergartens in 1972, all seventy-one elementary schools had classes for fives.

Other gains

In 1975 the first Child Development Associate credentials were awarded, 12 of them. By November 1976 the total CDA credentials had grown to 705. And four states — Illinois, Pennsylvania, Texas, Virginia — joined Kansas, Minnesota, North Carolina, North Dakota, and Washington, which had previously officially recognized the credential.

Head Start also got good news in 1976, a $13.5 million increase in its appropriation, with $5 million earmarked so the program can continue to include at least 10% handicapped children. In addition 13 RAPs — Resource Access Projects jointly funded by OCD and the Bureau for the Education of Handicapped — went into operation to help Head Start staff with training and materials for working with handicapped children. In 1976 Head Start served 350,000 youngsters in 200 summer and 1,222 year-round programs — a great service indeed.

For the third year in a row an early childhood specialist was chosen by *The Ladies Home Journal* as one of its ten "Women of the Year": **Bettye Caldwell** of the University of Arkansas, selected along with such luminaries as Betty Ford, Margaret Mead, Beverly Sills, and Ella Grasso. Two other 1976 awards: The Southern Association on Children Under Six (SACUS) honored **Alma David** of the University of Miami, and the Virginia Association for Early Childhood Education honored **Alice Powell**, both for outstanding service to young children through the years.

Continued drive to immunize and protect young children

There was also some faintly promising health news in 1976. HEW's Centers for Disease Control reported a slight increase in the number of young children protected against the preventable childhood diseases. For the last four years the centers have worried about the risk of epidemics of these diseases. To illustrate the problem: In 1963, 84% of our one- to four-year-olds were vaccinated against polio. That percentage then dropped steadily, hitting a low of 60% in 1973. The Centers for Disease Control began that year a major educational campaign focusing on IAM, Immunization Action Month. The effort began to pay off in 1974 when the percentage of the protected rose to 63%, and in 1975 when it rose to 65%. Although cheered by the trend, the Centers for Disease Control still worried: "We can't feel comfortable that epidemics won't strike until we get immunization levels up to at least 80%." There was a long way to go. At the start of 1976, 4.5 million children in the one to four age range were unprotected against polio, 4.4 million unprotected against measles, 7.1 million still susceptible to mumps, 4.9 million to rubella. The 1976 response of HEW was to drop Immunization Action *Month* in favor of a year-long publicity drive. Incidentally, Head Start said (and so could all good nursery schools and child care centers which also require full immunizations): *Every* month is Immunization Month with us — another argument in favor of good group care.

The World Health Organization in '76 issued an exciting report on smallpox: Not a single new case reported anywhere in the world throughout the year. If that good news is repeated for two more years, it may well indicate the end of one "endangered species" we can be glad to see go.

A new avalanche of statistics

A distinctive characteristic of 1976 was its flood of troubling statistics. Changes in family life, long under way, were spotlighted continuously and dramatically.

One example: the startling news from the D.C. Department of Human Resources that more than half the children born to Washington residents last year were born out of wedlock.

Another example from the same city: For the first time the number of legal abortions obtained by D.C. residents exceeded the number of births.

Changes were not confined to any one city, however. These facts were nationwide: In 1975 American divorces in one year passed the one million mark for the first time in our history. And in the same year the U.S. fertility rate was 1.8, a record low, below the 2.1 level required for the natural replacement of population.

Another change, called "staggering" by the National Council of Organizations on Children and Youth: The number of single-parent families, most of them headed by women, more than doubled from 1960 to 1974. In 1974, more than 15% of all children under six — 2.8 million boys and girls — lived in such families.[7]

1976 also spotlighted a trend which the Chairman of the National Commission for Manpower Policy called "the single most outstanding phenomenon of our century." What merited such sweeping words? "The flood of women into jobs."[8] The National Council of Organizations for Children and Youth used more restrained language, simply calling the flood "stunning" (!): "Since 1970 the number of children under six with mothers in the labor force increased 17% to 6,539,000. One third of all young children now have mothers in the labor force."[9]

Another troubling news item underscored the need for Head Start — the need, in fact, for *more* Head Start! In 1976 the Labor Department and the Census Bureau set a new definition for poverty: a non-farm family of four with an income of $5,500 or less. Then the Census Bureau gave out the sad story that 2.5 million additional people had the honor of trying to live that way in 1976, the second year in a row for an increase in poverty. The 1976 poverty total: 25.8 million Americans, about 12% of us — a bad-enough figure that hides the fact that 38.9% of our Black children live in poverty.

Two excellent reports brought together detailed information from specific geographic areas. The Foundation for Child Development published *State of the Child: New York City,* 188 pages of cold, hard, and often unpleasant facts.[10] The South Carolina Office of Child Development produced *Our Children — We Love Them,* a graphic booklet on the economics, health and nutrition, family dynamics, and day care situation for young children in the state's six Appalachian counties.[11]

This 1976 avalanche of evidence made it harder for anyone to believe: This is the same old world, and we can rock along with the same old services for children and families.

Looking for new ways to help young children and their families

The impact of hard news was so great that two calls were heard for remedies that went beyond good services. Kenneth Keniston, M I T psychologist, Director of the Carnegie Council on Children, startled the February NCOCY Bicentennial Conference on Children, urging as a psychologist that the way to help poor children was not only through providing special programs but also by getting economic support for their families — jobs, cash, decent housing. The same note was sounded by the National Academy of Sciences in December.[12] Its point: "Impoverished families cannot carry out the child-rearing role in any way close to what it should be." While plugging for free or nominally priced child care services, et cetera, the academy put its finger on low income as the villain to be scotched. "Child abuse comes out of this, poor academic performance, juvenile crime — they're all income related. And so are infant mortality, the increase in the number of single-parent families — these also have serious economic roots." The National Academy of Sciences, hardly a far-out group, argued for income maintenance and income redistribution as the way to help young children — an idea early childhood educators must face up to.

Voices for children

The early childhood field gained two new journals in 1976. *ECE Options,* which ventured forth tentatively in 1975 nurtured by a small NAEYC grant, stood on its own feet (6 issues, primarily on teacher education, published by Michelle Irwin and Margaret Bushnell at Stanford). In March, the first issue of *Childhood in Hawaii* appeared, a regular publication of the Hawaii State Head Start Training Office bearing a typical Aloha note: "Please read our journal, enjoy it, and pass it on to friends."

The field also lost one important professional association, its oldest: EKNE, the American Association of Elementary-Kindergarten-Nursery Educators, born in 1884 as the Department of Kindergarten Education of the NEA. From its birth EKNE faced the difficult task of trying to grow in the shadow of the International Kindergarten Union, then later in the shadow of ACEI. After a late-blooming burst of energy, beginning in the mid-1950s, EKNE discontinued its national activities in December 1976, out of funds and staff and office space. EKNE's many good publications will continue to be available through the NEA, and some state affiliates may elect to continue on their own. EKNE's passing was a regrettable loss.

A year brings losses and gains. In 1976 four new state groups arose. In **Minnesota:** the Child Development Coalition, cross-disciplinary, aiming to lessen gaps and duplications in the state's services to children. In **Iowa:** the Council for Children, appointed by the governor to work on coordination and communication. In the state of **Washington:** The Association for Educators of Personnel in

Early Childhood Programs, teacher educators taking improvements in credentialing as one of their first targets. In **South Dakota:** the South Dakota Child Care Association, consumers and providers joining to build support for quality day care.

The need for strong voices, united voices, was illustrated by John H. Meier, Head of the Office of Child Development, in a speech to NAEYC in Anaheim in November: "With a few noteworthy exceptions, the recommendations of the past seven White House Conferences on Children sound like a broken record. We simply have not taken any action on the many high-sounding recommendations from these Conferences." I frequently include in this annual report words of wit or wisdom I wish I had said. I am sorry anyone had occasion to say these words.

Significant expansion and anniversaries in early childhood groups

Two professional groups broadened their scope in 1976. The Day Care and Child Development Council of America declared a one-year Emergency Action Plan — July 1976 through June 1977 — to focus attention on the need for "a comprehensive social services delivery system." The Early Childhood Educational Resources Information Center, ERIC/ECE, at the University of Illinois expanded from "early" to "middle" childhood, covering materials on the normal development of children from 0 to 12 years.

1976 marked more than our country's bicentennial birthday. It was the fifth birthday of a group which should have counterparts in every state: The Children's Lobby in California — staffed by volunteers, monitoring every bill in Sacramento affecting children, publishing *The Cryer* ($25), lobbying each year for two bills chosen by the membership as most significant for children.[13] . . . The University of Florida's Institute for Development of Human Resources held a three-day conference to mark its tenth anniversary. . . . La-Leche League celebrated its 20th birthday. The league's goal: To give help and encouragement to mothers who want to nurse their babies. *LaLeche League News,* bimonthly, goes out to 40,000, and 3,000 groups of mothers (and fathers) meet regularly.[14] . . . And 1976 was celebrated as the 50th Anniversary of NAEYC. A reception at the national conference in Anaheim honored past-presidents, 12 of whom attended, including Lois Hayden Meek

Stolz and George Stoddard. Stolz chaired the original National Committee on Nursery Schools (1927 – 29) and was first President of the National Association for Nursery Education (1929 – 31); Stoddard was the second President (1931 – 33).

Farewells

One prominent teacher training center changed presidents. **E. Robert LaCrosse** left Pacific Oaks in Pasadena to become director of the Early Childhood Project of the Education Commission of the States, and was replaced by **Edward Joseph Shoben, Jr.** from the University of Pittsburgh.

Among the deaths of early childhood leaders in 1976: **Helen Christianson,** age 84, Director of the UCLA Nursery School from 1937 to 1957, coauthor of the widely used *The Nursery School—Adventures in Living and Learning* . . . **Mary Alice Mallum,** who began her work for California's children in the 1930s as a supervisor of WPA Nursery Schools and as head teacher at the Broadoaks School of Education (now Pacific Oaks) . . . **Dura-Louise Cockrell Smith,** one-time director of the Eliot-Pearson School, long on the Board of NAEYC (when it was NANE) . . . **Jessie Stanton,** age 89, one of the founders of Bank Street College of Education, director there for years of the Harriet Johnson Nursery School, an early childhood pioneer and one of the most delightful and creative of humans. . . . I want also to record the death in December 1975 of **Boyd R. McCandless,** a past director of the Iowa Child Welfare Research Station, on the faculty of Emory University since 1966, in Atlanta at age 60.

Parent education programs make news

Education for Parenthood, the Office of Child Development/U.S. Office of Education project for teen-agers, completed one phase of its life in 1976 and moved on to the next. Funding for the development of its "Exploring Childhood" curriculum ended. The next step: The dissemination of these parent education materials — an impressive collection of posters, booklets, leaflets, filmstrips, films, records, tapes.[18] Begun in 1972, tested in 234 school systems and by 7 youth-serving agencies, "Exploring Childhood" by 1976 was being used in more than 2,000 schools, colleges, and community agencies here and abroad. One interesting figure: 78,750 preschool children were also involved, since "Exploring Childhood" requires observation of and work with live youngsters, not bookwork alone. Aimed originally at teen-agers, male and female, the search began in 1976 for wider uses of this new wealth of materials. One development: a special adaptation for parent programs in Head Start.

Some old standbys for parents also made news in 1976. The Government Printing Office announced that *Infant Care* was still its runaway bestseller. Total sales by mid-1976 were 17,178,388. The number two bestseller: *Prenatal Care* (10 million copies). Third and fourth place finishers among the more than 24,000 government books and pamphlets were *Your Child From One to Six* and *Your Child From Six to Twelve*.

Equally impressive: Benjamin Spock's *Baby and Child Care* came out in its fourth edition in 1976. The book has had 209 printings and has sold over 29 million copies! When you see such figures you have to believe: Parents want to do a good job in raising their children.

Those working with parents also got help: the 163-page *Parenting in 1976*, a comprehensive listing of books, pamphlets, films "for and about parents, and parenting/parent education/parent involvement," complete with prices and addresses, from the Early Childhood Division of the Southwest Educational Development Laboratory.[16]

TV — For parents . . .

Awareness of the importance of parents has steadily mounted in recent years. In 1976, at long last, we began to think more about TV as a tool for helping mothers and fathers. The U.S. Office of Education signed a $1.3 million contract with Applied Management Services of Silver Spring, Maryland, to produce 20 half-hour television films for "new and prospective parents in their effort to help their children develop into thinking, feeling, competent human beings." The TV shows, to be ready by September 1978, will be developed in cooperation with the Education Film Center of Northern Virginia and the Institute for Child Study of the University of Maryland.

There were other (but still not enough) 1976 efforts to use TV to reach parents. The Southwest Educational Laboratory was funded by the National Institute of Education to continue its development of spot announcements about good parenting on radio and TV, backed up by booklets, all under the title of "Positive Parents." The Appalachia Educational Laboratory issued free to parents "AEL Visits Mister Rogers" — a weekly four-page guide for home activities to go along with that popular program. This was one more part of the lab's emphasis on Home-Oriented Preschool Education (HOPE) based on one very clear premise: "Rural Appalachian kids may lack a lot of things at home but most of them do have a television set and their parents." [17] Two other noncommercial programs for parents and prospective parents: In 1976 the Hawaii State Department of Education and Kapiolani Hospital in Honolulu continued telecasting their series, "Hand-in-Hand," and added several new sequences. And the Early Childhood Development Division of the Texas Department of Community Affairs pilot-tested 12 half-hour TV shows on what it means to be a parent, aimed at the junior high school age.

On commercial TV, Westinghouse Broadcasting Company funded "Playmates/Schoolmates," 65 half-hour TV shows for two- to four-year olds *and* their parents. Each program included a group of nursery-age children functioning well with a good teacher, and Louise Bates Ames of the Gesell Institute who talked to parents. "Playmates/Schoolmates" was telecast for two 13-week cycles over the Group W stations in San Francisco, Boston, Philadelphia, Pittsburgh, and Baltimore. Made available for syndication on other stations, at last report "Playmates/Schoolmates" had no takers. It may have lived a one-year life, much too short a time.

. . . and for children

Commercial children's television was pushed into a slight improvement in 1976. The Federal Trade Commission ordered the manufacturers of Spider-Man Vitamins to cease advertising their pills on children's programs. In issuing its order the FTC, for the first time, recognized that "there is a difference between advertising directed to adults and advertising directed to children." The FTC was prodded into its stand by Action for Children's Television (ACT), which has as one of its goals no advertising at all of any kind on children's TV. ACT feels that most of today's ads promote only "highly sugared foods and badly constructed toys" — a bad agenda for the age group that the FTC has finally decided is "unqualified by age and experience to decide." [18]

A final comment about TV. Throughout 1976 there was discussion about the "Family Hour": Did it lessen the amount of violence seen by children? Was it an invasion of the First Amendment? A new proposal came from a journalist, Robert Mayer: "I suggest a different kind of Family Hour. I propose that for 60 to 90 minutes each evening, right after the early-evening news, *all television broadcasting in the United States be prohibited by law.*"[19]

Setting standards for child care

One research study on child care received wide public attention in 1976. To investigate the impact on very young children, Jerome Kagan of Harvard and two associates set up their own center for 32 infants, three and one-half to five months of age. For 29 months their growth was contrasted with that of comparable children at home. The general conclusion, reported to the American Academy for the Advancement of Science meeting in Boston in February: No differences. Good day care, compared to home care, seemingly did no harm.[20]

Most headlines picked up the story as an out-and-out boost for all day care, missing the point that the Kagan research center offered "exceptionally good" conditions. Because of low adult-child ratios and careful staff selection, the estimated cost per child was about $75 a week or $3,900 a year — obviously no run-of-the-mill center.

Congress labored through much of 1976 to improve the quality of more typical centers (but it may have produced a mouse). In March the House (316 – 72) and the Senate (59 – 30) sent a child care bill to the White House. In April President Ford used his 48th veto on it. In May the House (309 – 101) overrode the veto but the Senate override failed by just three votes. A compromise bill then passed the House in June, passed the Senate in August and, *mirabile dictu,* was signed by the President in September.

The compromise bill (P.L. 98 – 401) included $240 million to help centers meet various new Federal Interagency Day Care Requirements, especially those on adult-child ratios. Those standards were to have gone into effect in October 1975. The vetoed bill had moved the effective date to July 1976. The final bill suspended the application of the standards until October 1977! The delay until 1977 was considered by some at least a pale victory of sorts, turning aside for the moment a strong drive to leave all licensing and standards up to the states. But somehow P.L. 98–401 didn't sound like a 50-gun, bicentennial-year firecracker salute to children.

In fact, P.L. 98–401 had peculiarities that smacked more of April 1 than of July 4. The bill made $240 million available to improve and expand child care *but* $40 million was immediately lost. That money had been earmarked for July 1–September 31, 1976; no one got any of it.

About the remaining $200 million: P.L. 98–401 neglected to specify what is called "maintenance of effort," requiring states to carry on with what they were doing, forcing them to use the bill's new money for expansion and improvement. Instead, states were free, if they wished, to substitute P.L. 98–401 money for Title XX child care funds. The result in some places: No "new money"—a net 1976 gain for child care of . . . zero.

Next steps on child care

HEW must report to Congress by mid-1977 on the appropriateness of the Federal Interagency Day Care Requirements. The proposed standards that are most under scrutiny: an adult-child ratio under six weeks of age of 1 : 1; six weeks to three years — 1 : 4; three to four years — 1 : 5; four to six years — 1 : 7. One major investigation of these standards, which had been underway before the hassle over P.L. 98–401, issued its first report in 1976.[21] Additional studies were contracted for, with all reports due early in 1977.

An example from the 1976 report indicated how much was at stake and how hot the fight would be: "A non-profit center for 50 children . . . charging parents $33 a week for five nine-hour days of care . . . operates on the proposed FIDCR staff-child ratios, with an average of 1 : 6. It can afford to pay its classroom staff $5,140 annually and its director $7,000. . . . Assume the Center's Board discovers that it can no longer attract or hold the kind of director or caregivers it wants. By changing ratios to 1 : 10 overall, the center could pay a director $12,000 and raise caregivers to $7,500 annually and still have more than $1,000 left for other purposes.. . . ."[22]

A little lowering of standards can mean profits for private providers, and more slots for children for hard-pressed nonprofit and public agencies. A little lowering of standards has an impact on children, too. Unfortunately, the impact on children is hard to measure, and "right" class size and "right" ratios are hard to prove, using standard research techniques. Ask kindergarten teachers the country over. They know. Kindergartens have suffered from crowds. Child care centers may be the next victims.

Puzzling political rationale for compromised standards

California's 1976 Senator-Elect Hayakawa doesn't like federal standards. He sputtered about P.L. 98–401: "Who has delegated to Washington the right to dictate the ratio of children to adults in day care? Is that something we can't figure out for ourselves, for gosh sakes?" Then the rest of Mr. Hayakawa's statement got caught in a *New York Times*/Freudian slip: "Let's have a society that welcomes *adversity* (sic)."[23] Unfortunately, too many youngsters in bad day care do indeed have "a society of adversity."

The political theory in back of the objections to federal standards is a puzzler. In fiscal 1975 we spent one-half billion dollars of federal money to purchase just welfare-related day care for 550,000 children.[24] Is it Republican doctrine, or Democratic doctrine, or plain sloppy not to care how that sum of money is spent? Edward Zigler of Yale, first head of OCD, gave a clear answer in a May 3 letter to *The New York Times:* "In the very worst day care settings children are experiencing horrible conditions often purchased with federal tax dollars. So long as this situation continues, every taxpayer must take the responsibility of contributing to the legalized abuse of children."

State standards sadly lower in some cases . . .

Standards were the issue not only in Washington but elsewhere. New adult-child ratios proposed by the **New Mexico** Health and Social Services Department were fought by the Association of Private Child Care. A compromise for children under age two (one adult to seven youngsters) was finally adopted, probably pleasing no one, certainly not the infants and toddlers. The **Alaska** legislature gave municipalities the right to modify or waive the state's standards and to substitute their own — a move seen by some as a setback, by others as a help to rural communities in meeting their special needs. The **South Dakota** Office of Children and Youth was given the responsibility for licensing, considered a step forward. And **Arizona** passed legislation with sufficient teeth so that one center, long over-due for it, was closed. On the other hand, **Florida** eliminated its Child Care Unit in the Department of Health and Rehabilitative Services and appropriated only a minuscule budget for licensing and inspection with the result that a good law languished on the books because of inadequate enforcement. In **Delaware** a cagey move, fortunately defeated, would have exempted centers from state requirements if parents signed a statement saying they were aware that the center was not licensed. The prize probably goes to **California,** however. Led by an economy-minded governor, California cut back its child care inspectors from 21 to 8 and invented a new approach: a Do-It-Yourself Licensing Kit! Applicants for child care licenses simply had to sign a paper stating that they had read and understood the state regulations and — raise the right hand! — that they would abide by them. Centers were then sent their license to hang on the wall. The state's theme has been: "Lower your expectations." Children in day care got the message from a proposed new regulation which would raise class size to 21 for two- to four-year-olds, a step fought by the California AEYC as the year ended.

. . . but some states fight on

So much goes on within all our states that it is embarrassing not to be able to report everything, and to have such small space to tell of significant victories and defeats. **Colorado** suffered a 48% funding cut for migrant child care and was in a constant — often losing — fight to hold on to revenue sharing funds for child care. On the positive side, Colorado adopted an early childhood teaching certificate, as did **Illinois,** authorizing eight colleges to prepare and certify teachers for work with children up to six years of age. **Iowa** joined those states offering special training and certificates for teachers of the preschool handicapped. **New York** passed legislation permitting communities to operate programs for infants and toddlers. New York also issued an excellent Kindergarten Survey Report, based on a sample of 76 school districts.[25] Two worrisome notes in the report: "A teacher feeling of impotence in the face of bombardment by issues over which they have no control such as 1) the interpretation of 'accountability' to mean the earlier introduction of formal reading . . . and 2) the tendency of administrators to be panicked into 'teacher-proof, programmed materials.' " In general, **Pennsylvania** had good news. Pennsylvania is the only state which supports public four-year-old groups on the same basis as all other ages; in 1976 the number of groups for fours increased. And the Pennsylvania Board of Private and Academic Schools, which licenses all private nursery-kindergartens, was given the right to license Head Start groups, if the Head Start groups so desired. **Texas** news also had an upbeat note, including the announcement of six slide-tape presentations in English and Spanish for family day home mothers, produced by the Early Childhood Development Division of the Department of Community Affairs.

Accident awareness for families

The American Automobile Association joined the early childhood education movement in 1976. AAA was concerned because we have 130,000 pedestrian deaths and injuries each year and 25% of the accidents involve children two to six, although those ages make up only 6% of the population. To help lessen this destruction, AAA developed *Preschool Children in Traffic,* a set of four storybooks for youngsters and one for parents, to be distributed free or at a nominal charge to homes and schools by local AAA clubs. A good deed!

Tax credits in child care

In 1976 the federal government helped more working parents meet the costs of child care. Formerly there was no way in which parents who used the short 1040 tax form and took the standard deduction could claim child care expenses. Under the 1976 tax law, all working parents may claim a *tax credit:* up to 20% of the first $2,000 spent for the care of one child (a maximum of $400), up to 20% of the first $4,000 for the care of two or more children (maximum of $800).

Another 1976 tax change: The child care tax credit set no income limits. Under previous regulations, child care expenses could not be deducted once earnings reached $44,600.

Another change not to be sneezed at: The tax credit was easier to claim than the previously itemized deductions. Anything that simplifies anyone's income tax report deserves praise!

These 1976 changes, it was estimated, would double the number of parents paying less income tax because of their child care expenses. Uncle Sam won't know for several years just how much this will cost the government. The initial estimate: $325 million over and above the amount which previously came out of taxes through itemized deductions for child care. The trouble is that no one knows for sure just what *that* amount is.

Tax breaks are always welcome to parents but these tax savings don't build child care centers, and they don't set standards for good care. They involve the government in child care expensively but only indirectly and behind the scenes. This roundabout way of giving a federal tax subsidy to child care may be the best way of helping children *or* it may be a cop-out.

Attacks on child care bill

Behind the scenes is clearly the safe place for a politician to be. Despite the obvious need for good child care and despite many indications of public and professional support for a good bill, Senator Mondale received 6,000 frightened, angry, misinformed letters a *day* because of his sponsorship of the Child and Family Services Act of 1975. The letter writing was stimulated by a smear-filled anonymous leaflet distributed nationwide. Mondale was quoted in *Newsweek:* "This is my first massive experience with the 'big lie' and it's not much fun."

The American Home Economics Association and the National Congress of Parents and Teachers in February were among those trying to set the facts straight on three of the leaflet's "big lies": that child care takes children from their parents and gives them to the government; that the child care bill includes a "Charter of Children's Rights" from some mysterious "National Council of Civil Liberties" which gives children the right to sue their parents over their upbringing; that "comprehensive child development" equals a Soviet-style system of communal childrearing.

Programs highlight abuse and offer help

The wild attacks on child care abused the language. Much worse is child abuse, which received steady and mounting attention throughout 1976. In January, OCD's National Center on Child Abuse and Neglect, in cooperation with the University of Georgia, held a national conference in Atlanta. During the year the center also published three booklets on child abuse, bringing its total to five with one still to come. And in the fall of 1976 two campaigns of dramatic spot announcements on radio and TV — one by HEW, and the other by the National Committee for Prevention of Child Abuse in cooperation with the Advertising Council — aimed to build awareness of the extent of the problem and the availability of help. Unfortunately, the forces in our society contributing to neglect and abuse went on stronger than ever, so the number of reported cases of damaged children continued to rise and the number of unreported instances was believed to be higher still. One example, this from *State of the Child: New York City* (mentioned earlier): While accidents remain the leading cause of death among children after the first year of life, *homicide has accounted for an increasing proportion of child deaths over the past decade*. One hundred and fifteen children died in New York City as victims of suspected abuse or maltreatment in 1974.

Increased need for new approaches, support for parents

When we are each hard at work on our own jobs in our own little corners, it is all too easy to become discouraged. Especially when things go against children. One correspondent-helper on this report wrote plaintively: "Why is it that young children seem to be the first ones affected by an economic crunch?" It can be a comfort to know how deep and how widespread is the commitment to early childhood education. In January 1976 a conference on "Preschool Education as the First Phase of Life-Long Education" was held at UNESCO Headquarters in Paris. Representatives from 19 countries attended; Harvard's Burton L. White came from the United States. The final report of this UNESCO Conference was accepted by representatives of countries as diverse as Cuba, Tanzania, Egypt, Mexico, Philippines, USSR, USA. . . . Among the key points: "The development of children in the period 0 – 6 years seems to be crucial to the later abilities to learn, whether in school or as an adult. . . . Preschool children should be an integral part of complete educational structures and therefore in no way viewed as a luxury." The report made two special points: "A need exists in many countries with limited budgets for new approaches and imaginative formulae" and "the need to help parents become educators of their own children and the need for well-qualified personnel to work with children and parents is of major importance." [26]

Focus on quality — now!

Speaking at NAEYC's 50th Anniversary, **Lois Meek Stolz,** the association's first president, expressed pleasure at the growth of the organization (from 25 to 28,500), at the growth of attendance at its conferences (from 100 or so at the 1926 meeting to 10,000 at Anaheim), at the vast expansion of programs for children. Lois Stolz, age 85, put her emphasis on quality, however: "The big job is to raise the quality of all of our programs for children." She ended her talk with what was either a threat or a promise: "I won't be around in person but if you don't work on quality, 50 years from now I will come back to haunt you!"

I won't wait 50 years. I will report on how well we are doing — with quantity and quality — in *A Look at 1977*.

NOTES

1. *"To Form a More Perfect Union" — Justice for American Women,* Report of the National Commission on the Observance of International Women's Year. Washington: Government Printing Office, 1976, p. 85.
2. *Report on Preschool Education,* February 3, 1976. Washington, DC: Capitol Publications, Inc.
3. This suggestion was made at an informal meeting with Washington journalists and quoted by Carl Rowan in his syndicated column, then confirmed to me by Dr. Howe in private correspondence.
4. *America's Children 1976*. Washington, DC: National Council of Organizations for Children and Youth, 1976.
5. For those allergic to abbreviations, ACEI = Association for Childhood Education International; DCCDCA = Day Care and Child Development Council of America; EKNE = American Association of Elementary-Kindergarten-Nursery Educators; NAEYC = National Association for the Education of Young Children.
6. Contributions to a Kenneth Wann Scholarship Fund were being received at NAEYC Headquarters, 1834 Connecticut Ave., N.W., Washington, DC 20009.
7. *America's Children 1976, op. cit.* p. 60.
8. Eli Ginzberg in *Working Woman,* December 1976.
9. *America's Children 1976, op. cit.* p. 54.
10. *State of the Child: New York City*. Foundation for Child Development, 345 E. 46th St., New York, NY 10017, 1976.
11. *Our Children — We Love Them,* available from Office of Child Development, South Carolina Department of Social Services, P.O. Box 1520, Columbia, SC 29202.

12. *The National Observer,* December 25, 1976. Copies of the report, *Toward a National Policy for Children and Families,* may be purchased from the National Academy of Sciences, 2101 Constitution Ave., N.W., Washington, DC 20418.

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14. LaLeche League International, 9616 Minneapolis Ave., Franklin Park, IL 60131

15. "Exploring Childhood" materials are distributed by Education Development Center, Inc., 15 Mifflin Place, Cambridge, MA 02138.

16. *Parenting in 1976*. Southwest Educational Development Laboratory, 211 E. 7th St., Austin, TX 78701, 1976.

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18. *ACT News,* Fall 1976. Action for Children's Television, Newtonville, MA 02138.

19. *Newsweek,* February 9, 1976.

20. "The Effects of Infant Day Care on Psychological Development," available from Jerome Kagan, 1510 William James Hall, Harvard University, Cambridge, MA 02138

21. *National Day Care Study, First Annual Report, Vol. 1, An Overview of the Study,* by Abt Associates, Inc. Washington, DC: Office of Child Development, DHEW Publication No. 76-31094, 1976.

22. *Ibid.*, p. 10.

23. *The New York Times,* September 13, 1976.

24. *National Day Care Study, op. cit.*, p. iii.

25. *Kindergarten Survey Report*. Albany: Bureau of Child Development and Parent Education, State Department of Education, 1976.

26. *Final Report, Meeting on Pre-School Education as the First Phase of Life-Long Education* (ED-76/Conf. 608/COL. 9). New York: United Nations Educational, Scientific and Cultural Organization, 1976.

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A LOOK AT 1977

A new administration

The Democrats took over in Washington in 1977, a change that seemed to augur well for young children. On the campaign trail President Carter had sounded liberal. The first lady said she was concerned about mental health. The senator most involved in fighting for good child care was now Vice-President Mondale. John Brademas, his sidekick on child care in the House, became Democratic Whip. HEW Secretary Califano had earned his spurs in the War on Poverty. Even the new Surgeon General was a well-known early childhood specialist: Julius Richmond, M.D., who had been the first chief of Head Start.

But some funny things must have happened on the way back from the inauguration.

One of the early acts of the new administration was to replace the director of the Office of Child Development, to reorganize the Office, and to change its name. OCD, established in 1969, was the home for Head Start and its many offshoots, as well as the older, honored U.S. Children's Bureau, and such other prochild, profamily agencies as the National Center on Child Abuse and Neglect, and the National Center for Child Advocacy. In 1969 the office got off to a flying start, thanks in large part to the professional standing of its first director, Dr. Edward Zigler of Yale. Difficulties arose when Zigler returned to New Haven in 1972. Filling his position took a three-year search. Top-flight professionals were reluctant to leave their established jobs to take on Washington battles. The one reassuring note: The caliber of those sought as possible directors made it clear that OCD was a nonpolitical post of professional leadership. That concept was firmed up in 1975 when the nationally respected Dr. John H. Meier, head of the John F. Kennedy Child Development Center at the University of Colorado Medical Center, agreed to become the second OCD director. Then, soon after the Carter inauguration, after a brief service, Meier was out. Many child advocates wondered: With friends like these, who needs enemies?

Edward Zigler, speaking in March to the Society for Research in Child Development at its New Orleans Conference, called Meier's dismissal "cavalier" and "shoddy." Anguish within the profession grew with rumors that a replacement had already been installed at the Office of Child Development, working as a consultant prior to official nomination as director. One of the sharpest among the many protests from early childhood leaders came from Marian Wright Edelman, Director of the Children's Defense Fund. In an April 9 letter to HEW Secretary Califano, widely circulated in Washington and among leaders of lay and professional groups, Dr. Edelman objected to the proposed new director's lack of experience, to her lack of credibility among the "child development, child advocacy and social service communities," and especially to the manner of her selection: "While many of us were involved in suggesting names to you . . . and responding to lists of names when a refined list of candidates was under consideration . . . Ms. Cardenas' name did not appear on any list that I or others in the child advocacy areas were consulted about."

The new "open" administration seemingly had a closed mind on this issue, and saw virtues in its nominee different from the professional expertise Zigler and Meier had brought. Dr. Blandina Cardenas, age 32, from San Antonio, Texas, a fellow on the staff of Senator Mondale for one year, director of a Texas Multicultural Education Project for two years, and with other brief work experiences, became — not the director of OCD, it was reorganized out of existence — but the Commissioner of the Administration for Children, Youth and Families, ACYF. OCD had a brief life: 1969 – 1977, but the tears, if any, should be shed for ACYF, which seemingly was downgraded in 1977 to a Washington political job.

A good track record by ACYF could end some of the misgiving about this 1977 upset. A start in that direction: ACYF claimed credit for the first major expansion of Head Start since 1968. Congress raised the Head Start budget to $548 million, a boost that could allow the program to serve many additional children.

More working mothers

Child care needed a boost from somebody in 1977, but only the need was boosted. The number of mothers of children under six in the labor force rose to 5.4 million. This equalled 39% of all mothers of preschoolers, an all-time high, more than three times as many as in 1948. Reports showed mothers of under-six boys and girls entering the labor force at a faster rate than mothers of older children. Other breathtaking figures: 56% of the mothers of young children in one-parent families were in the work force. So were 33% of the mothers of children under age three. Two-year-olds were reported to be the largest single age group in day care.[1]

Fortunately, during the campaign Jimmy Carter had called for a national day care program. Unfortunately, things look different from the Oval Office. Instead of more funds or new programs or coordination of efforts or a drive for higher standards, the major action on child care in Washington in 1977 was . . . *inaction*. Congress voted to keep the proposed new Federal Interagency Child Day Care Requirements in limbo for still one more year, until April 1978.

It was reported in 1977 that, for the first time in our history, almost half the mothers of children under 18 — 49% — were in the labor force. One wondered why there was not more banging on the doors for better child care. An important 1976 publication of The Brookings Institution had warned that "after a few flourishing years the children's issue has withered."[2] Lack of concern about child care was evidenced at the International Women's Year Conference in Houston in November. Child care, while supported in a resolution, was overshadowed by several other issues. Yet scary facts about bad provisions for children continued to pour out. John Niemeyer, in a May 1977 article on "The American Family in Need of Help," cited this chilling bit: "The working mothers of 1.8 million preschool children state that they leave their children with no one to care for them."[3] Edward Zigler and Susan Hunsinger in a March article quoted a 1973 HEW study: "Most day care is not conducted in licensed centers or licensed homes but in unlicensed homes accountable to no public authority. And even among the licensed arrangements, 80% of the 552 facilities sampled did not meet (even) the 1968 federal day care requirements."[4]

Zigler and Hunsinger gave their explanation for the lack of steam behind good child care: "Child advocacy, labor, and women's rights groups have failed to weld themselves into a single effective lobby capable of overcoming the vast public fears and myths about day care." A similar explanation, approached from a different angle, was that political supporters of child care were too bruised to fight on. An aide to John Brademas was quoted: "We got beat to pieces up here on the Hill in 1976" by the anonymous smears against the Mondale-Brademas Child and Family Services Act.[5]

One continuing difficulty: Working mothers themselves don't scream enough. Every woman on a job has solved her own child care problem . . . for better or worse. She could not be at work if she had not solved the problem . . . for better or worse. And too few people know what is better and what is worse. With alternatives so limited, few mothers dare to change their plan so long as it works even minimally.

Child care, here and abroad

As in every year there were powerful statements about the need for child care. One plea came from the Coalition of Labor Union Women.[6] This group had traveled to Sweden, Israel, and France, comparing our child care arrangements with what they saw abroad. They called the American approach "chance-taking and breath-holding." Explaining this: "Each morning all over the United States mothers and fathers wake up hoping their makeshift arrangements for child care will work. They pray the child will stay well so he or she can go to school. They pray the babysitter will stay well so that she can come to their home or receive the child in hers. They curse the snow because that means school might be closed. . . ." The labor union women charged that, because of our lack of good facilities, "for many young mothers their children become a cross to bear rather than a joy to savour," and so unnecessarily. "We have seen programs that work. We have seen what a national commitment to children can accomplish." But they were talking about Sweden, Israel, and France — not the United States.

The columnist Ellen Goodman had an incisive comment on one specific shortage, the lack of school-age child care: "Our schools continue to operate just as if there were mothers at home. School hours look like the old banking hours. Kids can only be deposited and withdrawn at the convenience of the institution. Never mind the customer."

Infants and toddlers

The day care of infants and toddlers did receive more than usual attention in 1977. Two days of the meetings at NAEYC's Annual Conference in Chicago spotlighted programs for these very youngest children. The home day care of children also saw some developments. It came under discussion in a lengthy article in an unlikely magazine by an unlikely author (the associate director of Human and Community Affairs in the Office of Management and Budget, of all places). Suzanne H. Woolsey wrote: "One cannot help wondering why the principal method of child care used most by working mothers — care within the household and the extended family — comes so little into the spotlight of public discussion. Federal policies to help make this sort of care more affordable are lost in the cacophony of contesting arguments over just one method of care — formal centers — and one way of funding it — federal support to those centers."[7] But attention *was* given. In September the Day Care and Child Development Council of America sponsored in Washington the First National Family Day Care Conference, and brought out the first issue of the *Family Day Care Provider,* a bimonthly publication.[8] In Pennsylvania the Department of Public Welfare issued Vol. 1, No. 1 of the *Caregiver's Home Journal,* a free bimonthly. And in Hawaii PATCh continued to expand its membership and services. In case you wonder: PATCh is the wonderful acronym for "People Attentive To Children," a group which works through a newsletter and consultation services to improve home-based care in Hawaii.[9]

Three- to five-year-olds

Between 1965 and 1975 the total number of three and four-year-olds in the United States decreased by 1.7 million. In light of the startling 20% drop, one 1977 news item was especially noteworthy. The National Center for Health Statistics announced an *upswing* in births. For the first eight months of 1977 the center recorded 15.3 births per 1,000 population, compared to 14.5 per 1,000 in the first eight months of 1976. The Census Bureau was unwilling to call the change a trend, preferring to wait for reports over a longer period. Some population experts, however, have suspected that many women who have postponed having children may now be deciding to have at least one.

The ups and downs of the birth rate, of course, bear on enrollments in under-six programs. Two reports became available in 1977. First the good news; then the bad.

The good news: The percentage of children in school at each under-six age level increased in 1975 over 1974:

	1974	**1975**
% of 3s in preprimary groups	20%	21.5%
% of 4s in preprimary groups	38%	40.5%
% of 5s in preprimary groups	78.6%	81.3%

The total percentage of three- to five-year-olds in preprimary groups in 1975 rose to 48.7%. In 1974 the percentage was 45.2% and only 29.4% in 1966, the first year the National Center for Education Statistics collected information on early childhood programs. One dramatic note: Between 1965 and 1975, despite the 20% drop in the population of threes and fours, the enrollment of threes and fours in under-six groups rose by 1.2 million.[10]

But now the bad news. A later report, this one on enrollments as of October 1976, showed that a reversal had set in. For the first time ever there was a *decrease* in three- and four-year-old enrollments. In October 1975, 2,101,000 threes and fours were in groups. In October 1976 the number had slipped to 1,950,000 — a 7% drop. If you know of any trained teachers looking unsuccessfully for a job, this could be the reason why. All except such unemployed nursery school teachers could take some comfort from the fact that the 7% decline did not indicate dissatisfaction — it matched almost exactly the drop in the three- to four-year-old population.[11]

Good ideas emerged in 1977 on how to respond to lower enrollments, and to available teachers and classrooms. More and better child care was obviously one. Another: Marian Wright Edelman of the Children's Defense Fund plumped for a vast expansion of Head Start. She pointed to the one million eligible children in existing Head Start communities who are not now being served, and to the 1,000 eligible communities that do not even have Head Start.[12]

Maryland demonstrated another good approach: free half-day public programs for fours. In 1977 eight of its twenty-four school systems had pilot programs. An excellent report from the State Department of Education noted that in the recent past one out of three of the state's fours have gone to school, but most of them to private schools open only to the affluent. The explanation in Maryland holds true nationwide: "Public facilities to accomodate the fours simply do not exist in adequate numbers." [15] But Maryland did something about it. It also experimented with full-day kindergartens in those eight school districts.

A comparative note: In the March 1977 *Childhood Education* Dorothy Holin Sailor reported these enrollment figures for preschools in the Netherlands: "In 1974 89% of their 4-year-olds and 97% of their 5-year-olds were in school. The central government provides virtually 100% financing of all preschools, private as well as public."

A humorous note

Because social trends have so great a bearing on the early childhood field, an item in the *San Francisco Chronicle* in humorist Herb Caen's column was wryly relevant. A correspondent wrote: "In the 1950s the average age of suicides off the Golden Gate Bridge was 47; in 1977 the average age was 26, leading one to conclude that the average jumper's age by the year 2000 will be three." Herb Caen's comment: "It is hard to believe a three-year-old could get so depressed."

Exceptional children

The education of the preschool handicapped continued in 1977 to be a fast-growing area, spurred by P.L. 94 – 142, which requires states to provide appropriate education for all handicapped children beginning with age three. In September the Bureau of Education for the Handicapped reported that 196,287 children ages three to five were already receiving special education under the law. Even more dramatic: 11,800 children from birth to age two were being served.[16]

The Division of Early Childhood within the Council of Exceptional Children, only four years old, grew in 1977 to more than 4,000 members. CEC sponsored Training Institutes in Early Childhood Education in Phoenix in February and New York City in August, and planned institutes in 15 other cities beginning in December 1977 continuing on to August 1978. A number of states (**Kansas** and **Delaware** among them) worked on certificates for teachers of the preschool handicapped. And **Utah** set in motion eight pilot preschool programs, and developed a State Plan for Comprehensive Services for Handicapped Children Ages 0 to 5.

More CDAs

The Child Development Associate idea also expanded vastly in 1977. The first CDA credentials were awarded in 1975, 12 of them. By November 1977 the number had grown to 2,104. The CDA office added, "with thousands more in the process of being assessed." Twelve states had incorporated the CDA credential in their day care licensing regulations. **Texas** — surprise! — claimed to be the "National Leader in CDA" with 250 credentials, the result of the involvement of 45 Texas community colleges and five four-year institutions in CDA training.

Health and safety

Good-news health and safety stories abounded in 1977. Although the year brought no cures for sickle cell anemia — the nasty, crippling, often fatal illness especially affecting Black children — a new vaccine was announced that is effective against the form of pneumonia to which children with sickle cell anemia are unusually vulnerable. And advances in the treatment of acute lymphoblastic leukemia (the common form of childhood leukemias) continued. These advances have led to longer and longer periods of remission, with approximately 50% of cases now called "cured." Many doctors began using the term "life-threatening" rather than "fatal" in referring to the disease — a minor change in wording indicating a growing sense of hope.

In addition, a variety of federal agencies took steps to protect young children. In April HEW announced a $23 million National Immunization Initiative. Its goals: to completely immunize 90% of all children by the fall of 1979, and to set up a sure-fire system that would miss no youngsters thereafter. The Centers for Disease Control estimated that in 1977, 20 million children under age 15 were not fully immunized against the seven most common preventable diseases: measles, polio, mumps, diptheria, rubella, whooping cough, tetanus. The April 12 *National Observer*, with a clever choice of words, called the National Immunization Initiative "A Shot Against Apathy." Apathy seemed to be the villain. Just enough progress in curbing the diseases had been made to let us forget how killing and crippling they could be. One price of this apathy: In early 1977 there was a frightening increase in measles, approaching epidemic proportions.

The U.S. Office of Education threw its weight behind the National Immunization Initiative. Commissioner Ernest Boyer called on schools to enforce laws requiring immunization for school admission, and called on states to pass such laws where none existed. Throughout the year thousands of nonimmunized schoolchildren were turned away from classes in Detroit, Los Angeles, Oklahoma City, Alaskan communities, and elsewhere — a sharp reminder that there could be no fooling this time around.

Nursery schools and child care centers were especially urged to insist on and arrange for protection of their children. Head Start needed no reminder — that was its standard operating procedure.

The Consumer Product Safety Commission in April banned Tris, one of the fire retardants used in children's nightwear, after the National Cancer Institute reported that the chemical caused cancer in test animals. The next retardant used most widely in place of Tris — Fyrol FR-2 — was also suspected of being a cancer causer and was under study by the commission. The continuing effort to find a safe fire retardant was worthwhile, however. In 1972, the year before flammable sleepwear was banned, more than 300 young children died because of nightwear fires. One bit of evidence on how well the ban has worked came from the Shriner's Burn Institute in Boston. This one institute treated 13 children for severe sleepwear-related burns in 1971; in 1977 it had not a single such patient.

The Consumer Product Safety Commission also issued a regulation setting the minimum size for a baby's rattle. (8 children died in 1976 from swallowing or choking on their rattles.) It proposed child-proof packaging on all insecticides. (10,000 children under age four suffer accidental pesticide poisoning each year.) It considered rules to protect young children from toys with sharp points.

(43,000 youngsters required hospitalization in 1976 because of cuts or punctures in toy-related accidents.) And the commission took time out to congratulate itself on its 1973 requirement that aspirin and other drugs have child-proof caps. In 1972, 46 children died from aspirin poisoning; in 1975, 17 children died — a 63% decrease. The number of children sickened by aspirin was cut from 8,146 in 1972 to 4,840 in 1975.

The Federal Trade Commission heard 14 national organizations call for a ban on televised candy advertising directed at children. The FTC also considered a ban on TV ads for breakfast foods loaded with sugar. This effort, led by Action for Children's Television, had the support of the American Society of Dentistry for Children. Public interest was stirred by the disclosure that some ready-sweetened breakfast cereals contained a greater proportion of sugar than did some candy bars. Until the FTC acts — which could take time because tampering with advertisements by big business is notoriously touchy business — parents got help in 1977 in becoming their own regulatory agency. A paperback, stemming from research at the University of Texas, listed the "hidden sugar" in more than 1,000 common foods and specifically named the big cereal offenders.[15]

Some distressing news

Not all the health news was good news. EPSDT, the Early and Periodic Screening, Diagnostic and Treatment program, a part of Medicaid designed to give poor children basic, routine medical care, was accused in a June report of doing the job badly: screening too few, treating too few, following up on almost no one.[16]

Another story was both disturbing and inconclusive. The Environmental Defense Fund issued a report on — surprise! — breast-feeding.[17] The crucial lines: "While under normal circumstances EDF would support a parental decision to breast-feed a child, these are not normal times. Children today face an unprecedented situation: a world contaminated with chemicals," which EDF feared were especially apt to be passed on to children through mother's milk. The report gave no Yes or No recommendation but suggested that mothers have their milk analyzed for contaminants and follow specific diets to reduce contaminants. Neither the American Academy of Pediatrics nor the National Cancer Institute called for cessation of breast-feeding, regarding the present evidence of danger as too scanty. However, pediatricians in one city (Des Moines) reported a 15% decrease in breast-feeding because of "scare headlines." One fact was truly scary, and the EDF report said it well: "Because of the ubiquitous global pollution, our basic rights are being denied: the right to breathe clean air, the right to drink clean water, the right to eat pure food . . . " and in their controversial report they add: "the right to nurse our children."

Professional developments and conference news

Two new early childhood journals appeared in 1977. The *National Montessori Reporter,* bimonthly, free to Montessori schools, $3 to others (National Center for Montessori Education, 9000 Old Georgetown Rd., Washington, DC 20014). The September issue raised the question of whether there should be a national accrediting agency for Montessori education and, if so, who should do the job. The second newcomer: *Emphasis,* a free newsletter published occasionally by TADS, the Technical Assistance Development Center, 500 NCNB Plaza, Chapel Hill, NC 27514, concentrating on news about preschool handicapped programs.

A new professional organization was born, the Association for Regulatory Administration (ARA), for those involved in licensing out-of-home child care. ARA and its *Newsletter,* a quarterly, are sponsored by the Tulane University School of Social Work.

Two organizations changed their names. The National Council of Organizations for Children and Youth simplified to the Coalition for Children and Youth, chopping the initials from the unwieldy NCOCY to the neat CCY (1910 K St., N.W., Washington, DC 20006). The National Task Force for Child Care in the Military became MECA, the Military Early Childhood Alliance (3851 Wead Place, Bellbrook, OH 45305). The Task Force (now MECA) was founded in 1973 with help from a small NAEYC grant to serve as a resource for military-sponsored child care centers. An indication of the size of its job: In 1977 more than 30,000 young children were cared for daily in such centers.

Two international meetings were highlights of 1977 for those able to attend. The World Council of Curriculum Instructors (WCCI) met in Istanbul August 14 – 24. Educators from 13 countries, including the United States, met in the early childhood discussion group. The next WCCI conference: the Philippines, 1980. The XV Congress of the World Organization for Early Childhood Education (OMEP) met in Warsaw August 22–26. Sixty from the United States joined early childhood people from 37 other countries. En route to OMEP 22 from the United States participated in the Early Care and Education Study Tour of Scandinavia and Poland, sponsored by the University of Iowa and the U.S. National Committee of OMEP. In Warsaw Margaret Devine of the United States was re-elected World President. Next OMEP meetings: a seminar in Melbourne, Australia May 19–26, 1978; a Conference in Tunisia, 1979; the XVI World Congress in Quebec, 1980.

Remembrance

Among the profession's great losses in 1977, these deaths: **Judith Cauman,** my good friend, the very good friend of young children, a fighter who never settled for anything but the best for Head Start, child care, nursery-kindergarten education, in March of cancer; **Georgianna Engstrom,** editor of NAEYC's *Young Children* from 1970 to 1977, in April; **Elizabeth Neterer,** active so long and so devotedly in the state of Washington and at ACEI's headquarters, in June of a heart attack.

Head Start gains support

The difficulty of researching early childhood programs was illustrated in 1977 by some new — for a change encouraging — returns on Head Start. In 1965 the program received a strong boost from several studies reporting significant IQ gains from that summer's first Head Start. Those results came at the exactly right time to ensure Congressional continuance of the program. Later studies were less supportive, tending to show that gains leveled off or faded as Head Start children moved on into primary grades. In those lean years the enthusiasm of parents carried Head Start, rather than quantitative proof of its value to children. In 1977, however, reports on a series of longitudinal studies reversed the picture. These studies uncovered the "sleeper effect," gains not immediately apparent which showed up over the years. Reports were presented to the American Association for the Advancement of Science (AAAS) meeting in Denver in February;[18] at the OCD meeting in El Paso in May;[19] and by the High/Scope Foundation (600 North River St., Ypsilanti, MI 48197) in August. All agreed: Head Start graduates as high as eighth grade were outperforming control youngsters, and were significantly less likely to be placed in special education or to have been left back. This flood of support led speakers in El Paso at the OCD meeting to claim: "There is no doubt about it now. Head Start is a winner."

In 1977 Texas reported on an investigation of 14 state-funded projects for preschool children and their families. Asking "Do community-planned projects really work?" the answer was "an overwhelming *yes*."[20] **Kentucky** and **New Mexico** studied their new state kindergarten programs and came up with generally favorable answers.[21]

Pressures intensify in the reading race

October 4, 1977, was the 20th anniversary of the flight of the USSR's Sputnik I, the start of the Space Age. Among the spinoffs from that tiny satellite's flight; manned space journeys; dockings in space; space laboratories; Man's walking on the moon; craft sailing to other planets and into interstellar space; *and* intensified pressure on America's young children to read early. The United States, in shock in 1957, decided that Johnny couldn't read but Ivan could. Second in the space race we set out to win the reading race.

Evidence that the race was still on came from *A Joint Statement of Concerns About Present Practices in Pre-First Grade Reading Instruction,* issued by seven organizations: EKNE, ACEI, ASCD, NAEYC, National Association of Elementary School Principals, National Council of Teachers of English, and the International Reading Association.[22] Among their worries: "A growing number of children are in pre-kindergartens and kindergartens in which highly structured pre-reading and reading programs are used. . . . In attempting to respond to pressures for high scores teachers of young children feel impelled to use materials, methods and activities designed for older children. . . . "

The irony of the reading race: In 1957 (as in 1977), the time for formal reading instruction in the USSR was age 7. Not so in the United States. A report from **New Mexico** described many first grades as "six-year-old concentration camps." A **Florida** correspondent used the word "ferocious" to characterize the pressure on five- and six-year-olds. And this shocker from **Tennessee:** "It is not unusual to find 50% of the kindergarten day devoted to reading readiness kits and math workbooks."

Columnist Art Buchwald had a solution to this mess — a reversal of the educational system. "Send 5 and 6-year-olds to college first. Their minds and bodies are too fragile to take on the tasks their teachers now assign to them, while college is not the time for serious schoolwork. College is the perfect place for the 5 to 9 age to have their first taste of school. Give them a chance to join fraternities and sororities, go to football games, and frolic. . . . " Under the Buchwald plan, "After the pleasures of college and the joys of high school, a student should be mature enough to face life in the tough world of the grade school which, if the truth be known, is an eight-year grind. Then, those who want to go on to graduate school could enroll in kindergarten."[28] With all the heat on the first grades, kindergartens, and fours, tongue-in-cheek Art Buchwald may be on to something. *Newsweek* (January 10) told of one five-year-old who, like many another five, "flunked" kindergarten. However, this child's mother sued in federal court and won, making her son reportedly the first child in U.S. history to have been "unconstitutionally" held back from first grade. For all the other unlucky fives the right word is "unconscionably."

Spelling out the "eight-year grind" of grade school, Buchwald noted: "Social life is kept to a bare minimum, teachers don't take backtalk from the students, and corporal punishment is permitted. . . . " In 1977 that last comment was no laughing matter. In a 5–4 decision the U.S. Supreme Court ruled that paddlings in schools, no matter how severe, do not violate constitutional protections against cruel and unusual punishment. The Court held that the Eighth Amendment protects only those convicted of a crime. It was news to many a boy and girl that being a child is not officially a crime.

Compounding the difficulty: Many youngsters are not safe either at school or at home. A study sampling 1,146 families with children between ages 3 and 17 concluded that more than five million children have been punished with violence, having been shot, stabbed, kicked, beaten, bitten by their parents. Richard L. Gelles of the University of Rhode Island, reporting to AAAS in Denver, warned that while violence on television may be harmful, "the violence a child experiences in the home is a greater cause for concern."

Children and families

It was high time and good news that preparations began in earnest for the celebration in 1979 of IYC, the International Year of the Child, so designated by a rare unanimous vote of the U.N. General Assembly. John Grun of the Netherlands, on the staff of UNICEF, was named in overall charge. Grun said he was not worried about sounding "mushy" or "preachy" when he urged people and governments to rethink their attitude toward children: "There is no future for us except in children."[24]

The American family came under thoughtful scrutiny in 1977. The National PTA published *Today's Family in Focus,* a packet of eight brochures intended for discussion at local PTAs.[25] OCD brought out *200 Years of Children,* a 486-page survey of the major events, trends, and patterns that have affected U.S. youngsters over two centuries.[26]

Two other well-publicized reports were both five years in the making: *Toward a National Policy for Children and Families* by the Advisory Committee on Child Development, established in 1971 by the National Research Council and funded by OCD;[27] and *All Our Children: The American Family Under Pressure* by Kenneth Keniston and the 11-member Carnegie Council on Children.[28] Both studies zeroed in on poverty as the greatest enemy of the family. Both piled up evidence that large numbers of children are endangered by recent changes in society. Both spelled out an array of community services that today's families need in order to do their job. Implementing the recommendations of the reports would cost a lot of money (but ignoring them may cost even more). Both reports were intended to stimulate discussion. The Keniston book in particular received wide coverage but both may have come out in a year when no one was listening.

One group made a direct attempt to get the President to listen. Calling itself the Ad Hoc Coalition on Child Development, 70 organizations sent Mr. Carter an eight-page letter on May 4.[29] Citing many of the same facts in the Keniston and other reports, the coalition called for jobs as the first way to help families, and for child care and other family-support services. Following a noncommittal acknowledgment from the President's Assistant for Domestic Affairs and Policy, the commission met in Washington in November. The decision: "Since it seems clear that the development of comprehensive child care legislation is not now a high priority for this Administration . . . the current situation seems to dictate that we proceed to draft our own legislation." The member organizations agreed to examine the old Child and Family Services Act to determine what to keep and what to do differently in a new bill.

Children's television

Since 1968 Action for Children's Television, ACT, has worked to lessen violence on TV, usually waging a lonely battle. In 1977 two larger, powerful groups joined the campaign. The National PTA held eight public hearings (Pittsburgh, Atlanta, Kansas City, Chicago, Dallas, Portland, Hartford, Los Angeles) to arouse public concern. It also urged its 6.6 million members to express their opposition to TV violence to local stations, the networks, the FCC, advertisers, and legislators. The American Medical Association became convinced that much of children's TV was simply "air pollution," another kind of threat to health. Using a study by the National Citizens Committee for Broadcasting that ranked 64 programs from the least to the most violent, AMA went after the sponsors of the most violent shows.[30] The AMA also held a series of seminars for pediatricians, alerting them to TV's dangers.

State news

Among the state developments: **New Mexico** made kindergartens mandatory in 1977. Salute! **Georgia** also recorded marked gains. Its state kindergarten program, begun in 1972, operated in all but one of the state's 188 counties in 1977 and, combining federal, state, and local funds, enrolled more than 50% of Georgia's fives. Bad news: **Alaska** lost its Office of Child Advocacy and **Indiana** terminated its Division of Child Development, both for lack of funds. Good news: **Michigan** established an Office of Child Advocacy and **Virginia** approved a Division for Children, to begin July 1978. More bad news: **Texas** eliminated all funds for child care consultation services in what had been the Department of Public Welfare. Very good news: **South Carolina**, after years of struggle, enacted a strong licensing bill for child care facilities.

Several states took significant steps in teacher certification.

Texas adopted a new certificate for teachers of children three to eight; **Indiana,** in place of its old kindergarten and nursery endorsement to an elementary certificate, adopted a kindergarten-primary license and an early childhood license for prekindergarten teachers. **Michigan** for the first time also licensed preprimary teachers, as did **Missouri,** which had only elementary certification. **Kansas** revised its 1965 early childhood certificate to include requirements for work with handicapped children. **Delaware** moved in the same direction, establishing a certificate for teachers of the preschool handicapped.

Hawaii, Missouri, and **Tennessee** spoke of inadequate funds under Title XX to meet child care needs. **Nebraska** and **South Carolina** both reported gains from using Title XX funds for training programs for day care center and home day care personnel. The South Carolina Office of Child Development also published an excellent county-by-county collection of data, *Children and Their Families: A Statistical Profile*. Another new publication: *Home Visitor's Kit: Training and Practitioner Materials for Paraprofessionals in Home Settings,* the first product from HOPE (Home-Oriented Preschool Education), the key activity of the Early Childhood and Parenting Division of the Appalachia Educational Lab in **West Virginia.** Also new: "Bridging the Gap," a reporting form developed by the **Hawaii** AEYC and the state's Mental Health Services Branch for preschool teachers to pass on to a child's kindergarten teacher with parents' consent.

Two states held official conferences to assess early childhood needs. The **Michigan** Senate Education Committee in cooperation with the Departments of Education, Mental Health, Public Health and Social Services called a Conference on Early Childhood Education and Public Policy. In **Iowa** Governor's Conferences on Children were held in four regions of the state. Iowa also made immunizations mandatory for all day care and public school children.

In **Oregon** enthusiasm centered on RDP5, Reading Disability Prevention for 5-Year-Olds, a program which originated in Portland, now being used throughout the state. **Hawaii** refunded its Family Stress Center, the major agency concerned with child abuse and neglect. **Missouri** also refunded its Family Services Abuse/Neglect staff. There was this rueful comment, however (almost surely true everywhere): "Our programs seemed geared to 'after the act' rather than to prevention, and 'after the act' responses do not repair a battered child."

Looking at the early childhood climate

1977 was a year of nasty weather: mountains of snow and cruel cold in January; drought in many sections of our land and floods in other parts; searing summer heat; tornados; early fall blizzards. . . . There were, of course, many beautiful, pleasing days everywhere but bad weather overshadowed them. Young children in 1977 seemed to fare about as the weather did. There were many good happenings but a sense of gloom and of the quiet before a storm overshadowed them. I will report on the next developments in *A Look at 1978*. Let us hope there will be blue skies and more clear sailing to write about.

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A LOOK AT 1978

What didn't happen

Some important 1978 happenings were, in fact, nonhappenings — events that never did come off. The prime example: After lengthy hearings before the Senate Committee on Governmental Affairs, Head Start was *not* moved into President Carter's new cabinet-level Department of Education. (The proposed Department of Education never came into being either!) Impassioned words were spoken against moving Head Start from its home base in HEW's Administration for Children, Youth and Families. The shift was branded "a betrayal of poor and minority children throughout the country" . . . "a deliberate insult" to Head Start staff and parents . . . and "a disaster." [1] Prominent among the opponents of the move: **Marian Wright Edelman** of the Children's Defense Fund; **Edward Zigler** of Yale, first head of what had been HEW's Office of Child Development; **Senator Edward Brooke; Representative Shirley Chisholm;** the **National Head Start Association.** Fear that Head Start, under Education, would lose its comprehensive nature, lose its commitment to parent involvement, lose its varied community supports, and lose its career ladder for paraprofessionals carried the argument overwhelmingly. Senator Glenn put the Committee's unanimous feeling neatly: "If it ain't broke, why fix it?"

Whether Head Start should be based forever and ever in ACYF is not such an open-and-shut case. One administration point was that Head Start's chances of reaching more children would be increased if the program were in the mainstream of education. In 1978 Head Start served only 19.6% of all eligible youngsters.

The program did fare well in Congress in 1978. At the hearings and in news accounts, Head Start was continuously referred to, by opponents and proponents of the move, as "successful." Its life was extended for three more years and it was voted some additional funds. Head Start may, however, have reached a plateau, in no danger of serving fewer children nor likely to serve many more.

At the hearings various informative figures came out. Of Head Start's 363,000 children in full-year programs and 26,000 in summer programs, 19% were three-year-olds, 61% were fours and 20% were fives. Slightly over half were Black children; about one-quarter White; 19% were Spanish-speaking; and the remainder Native Americans, Asian Americans, and children from other ethnic minorities.

Another nonhappening

The White House Conference on Families will *not* be held in December 1979. Announced on January 30, 1978, as an important element in the President's "profamily" approach, the Conference was put on the back burner a few months later.

All the reasons for postponing the Conference were not made public. What was clear: a chairperson had been appointed — Wilbur Cohen, Dean of the University of Michigan School of Education and former HEW Secretary. Cohen resigned within months because of health problems. The Conference Executive Director, Patsy Fleming, also resigned soon thereafter. And clarity ended at that point. It was charged and denied that Fleming's resignation was induced by pressure stirred up by Andrew Greeley, a Roman Catholic priest and syndicated columnist. The objection was to having a divorced mother of three head up a family conference.

Another possible factor in the postponement could be described as "the fading of innocence." It early became apparent that a conference on the family in the 1970s was not likely to be a placid discussion of motherhood and apple pie. Emotion-laden issues — divorce, abortion, child care, lesbian and homosexual parents — seemed sure to end up on the agenda, making the conference a less appealing political prospect than when the idea was first hatched.

A third nonhappening

Congress did *not* vote funds for U.S. participation in IYC, the 1979 International Year of the Child. The President did appoint a head for the U.S. National Commission — Jean Young, wife of U.N.

Ambassador Andrew Young. Also appointed were 29 commission members, 2 senators, 2 representatives, and 28 honorary commissioners. Temporary operating funds were found so the commission could meet. At a press conference Lillian Carter, the President's mother, announced her enthusiastic support of IYC. But Congress differed, refusing to authorize the $1.35 million requested to fund the commission through 1979. The stumbling block was a letter campaign very reminiscent of the one that killed the Mondale-Brademas Child and Family Services Act of 1975. Unlike that anonymous smear, the anti-IYC campaign had a known sponsor, Representative Robert K. Dornan (R-CA) who sent out the call for letters on behalf of a group calling itself the Free Congress Research and Education Foundation. Like the earlier smear, the Dornan letter was full of wild charges: that IYC could result in children having the right to sue their parents for forcing them to attend church; that IYC could lead to making children who perform household tasks eligible for minimum wage benefits; that IYC could result in the United Nations taking over various state and federal programs for children. No matter how bizarre the worries, the campaign was effective in scaring Congress into withholding money, at least in the 1978 session.

On its own and without government funds the U.S. National Committee of OMEP, the World Organization for Early Childhood Education, began work in 1978 on several IYC projects. One of these was a series of eight one-page articles by early childhood leaders, all on the theme, "This We Know — This We Should Do." The noncopyrighted articles were offered free for reprinting to any and all interested publications, some of which jumped the gun, publishing the articles in 1978 without waiting for the IYC.

Births and the birthrate

One 1978 happening was beyond any doubt both real and very dramatic, the birth of the girl the London *Daily Mail* headlined as "The Lovely Louise" — born July 25 in Oldham, England; 5 pounds, 12 ounces, the world's first test tube baby. The developers of the revolutionary technique — Dr. Patrick Steptoe and Dr. Robert Edwards — had removed an egg from one of the mother's ovaries and placed it in a test tube where it was fertilized with the father's sperm. After five days of nourishment in the glassware, the embryo was then implanted in the mother's womb where it lived until birth by Caesarian section. According to the doctors, "Louise came out crying her head off, in perfectly healthy state."

The reason for this first conception outside the human body: the mother's blocked Fallopian tubes, a difficulty estimated to affect 40% of the world's infertile women. The procedure was also looked on as helpful when fathers produce too few sperm, and where there is reason to reverse the effect of sterilization operations.

The birth of Louise was hailed as "a boon to the childless." One of the developers of the technique expressed the hope that "test tube babies will soon no longer be a seven-day wonder but a fairly commonplace affair." Evidence that this change might already have taken place came on October 3 when, in Calcutta, India, the birth of the world's second test tube baby made only small headlines. As with Louise, Durga — another healthy girl, 7 pounds and 6 ounces — was also conceived outside the body because her mother had blocked Fallopian tubes. (There were even smaller headlines when, in December, the Indian government announced that the story of the birth was probably a phony.)

Two test tube births notwithstanding, a "perceptible decline" in the rate at which the human race is increasing was reported by the U.S. Bureau of the Census, the first sustained reduction in three centuries. A spokesman for the bureau described the decline as "a major turning point in world history."

The significance for today's young children was made clear by two University of Chicago demographers who had noted the same decline: "If family planning continues, the doomsday of an overpopulated world — with mass starvation, world chaos and possible world war by the year 2000 — appears avoidable." The drop in fertility rate was noted not only in the more prosperous western world but in many of the world's teeming poorer countries: China, Indonesia, India, Egypt.

One other population increase was noted: a slight rise in the number of first births among women over 30. One demographer put it: "Not enough to create a second baby boom but enough to create a twitch in the birth rate." And enough to allow *Newsweek* to speak of "the graying of American motherhood."

Preschool demographics

In the United States the population drop was marked in the under-five age, which decreased by 11.2%, almost 2 million, since

1970. One state, Utah, bucked the trend with a vengeance; it increased its under-five population by 36%! Fourteen other states showed smaller gains: Alaska, Arizona, Arkansas, Colorado, Florida, Idaho, Mississippi, Montana, Nevada, New Mexico, Oklahoma, Oregon, Texas, Wyoming . . . if any teacher wants to know where there might be jobs.

Kindergartens were, of course, especially affected by the population drop. For the first time in the 30 years that the Bureau of the Census has kept tabs on the figure, enrollment in kindergartens declined, by 300,000 between 1976 and 1977. The bureau noted one pleasing fact, however. Although no state makes kindergarten attendance compulsory, in 1977 92% of all five-year-olds attended school, the highest percentage ever.

One reason for the high attendance was the simple one that the kindergartens were available. Each year additional states make it mandatory for communities to provide kindergartens. In 1978 both North and South Carolina joined the list.

The Census Bureau estimated that 32% of threes and fours were in groups. That percentage has held fairly steady since 1975 but represents a dramatic step-up from 1967 when the proportion was 14%.

A powerful psychological argument in favor of more groups for threes and fours came from another census figure: Preschool children who are "only children" increased from 23% to 36% from 1967 to 1976; those with only one sibling climbed from 29% to 37%.[2]

A strong economic argument in favor of more three- and four-year-old groups came from the High/Scope Educational Research Foundation, based on their work since 1962 at the Ypsilanti (Michigan) Perry Preschool Project. High/Scope showed that money invested in a year of excellent compensatory preschool "earned" interest in the form of benefits of at least 9.5%. Among the benefits: Perry Preschool children did not require later expensive special education as often as nonparticipants; they were more likely than the control children to finish school, to find good jobs, and to avoid welfare rolls. Director David Weikart summed up the report: "What's good for children also appears to be of benefit to taxpayers."[3]

Oklahoma City responded to a falling under-five population in a way that ought to become more common. It converted two K–4 schools which had been scheduled to be closed into all-day schools, open 7 A.M. to 6 P.M. and 12 months a year, *and* lowered the school entrance age at the two schools to include three- and four-year-olds who may attend all day or for only two and a half hours, depending on the family's needs. Parents pay a small fee for services that go beyond the usual school program.

Special education developments

Programs for the preschool handicapped continued to burgeon. By 1978, 30 states had made it mandatory for communities to provide special education for children at various ages under year six.[4] In April 1978 Nebraska made it 31, mandating comprehensive special education for preschool handicapped children from birth or from the date of diagnosis. The legislation, pushed by the Association for Retarded Citizens, was expected to have an impact on all programs for the early years, and on the training and certification of all early childhood teachers.

In addition to these state actions, in 1977 more handicapped children were enrolled in full-year Head Start than the number required by law: 13%, 3% above the requirement.

The major prod for programs for the preschool handicapped was P.L. 94-142, administered under the Bureau of Education for the Handicapped. One of its 1978 activities was to fund on a five-year renewable basis $500,000 institutes at UCLA, Chapel Hill, the Educational Testing Service, and the University of Kansas, all to study ways of improving the early identification and education of young handicapped children.

Proof that everyone wants to get in on the act: HEW's Rehabilitation Services Administration was also authorized by Congress to set up model programs for handicapped children in the birth to three-year age range . . . but Congress appropriated no money.

Organization and publication news

Two professional associations took on new leadership in 1978. Following the retirement of Alberta L. Meyer from the position she had held since 1959, the Association for Childhood Education International for the first time chose a man as its executive secretary: James G. Young. Dr. Young had been associate professor of early childhood education at Georgia State University, Atlanta. He brought to his new position a long teaching background and active participation in the Southern Association on Children Under Six, NAEYC, the National Council for Black Child Development, Head Start and, of course, ACEI.

The Southern Association on Children Under Six also broke new ground. It hired its first full-time executive director, Dr. Ann Sartin. SACUS, now 30 years old, was organized in Nashville and in 1978 had approximately 11,000 members in 14 southeastern states.[5]

More changes: Monroe Cohen resigned as editor of *Childhood Education*, the magazine he had made so lively and provocative. And Peg Jones resigned as executive director of the Coalition for Children and Youth to become NEA's associate director of research.

Two prominent teacher training centers chose new heads. Francis H. Palmer, psychologist, active in evaluating Head Start among other activities, left his position as professor at SUNY, Stony Brook to become president of Merrill-Palmer in Detroit. And David Elkind replaced Evelyn C. Pitcher as chairman of Tuft's Eliot-Pearson Department of Child Study. Dr. Elkind came from the University of Rochester, where he had been professor of education and professor of psychiatry. Evelyn Pitcher remained at Eliot-Pearson as professor.

Two new publications were born in 1978. Vol. 1, No. 1 in April: *Child Care Information Exchange*, a bimonthly management journal for directors of day care and preschool programs.[6] Vol. 1, No. 1 in September: *Parents' Choice*, a bimonthly "review of children's media," focusing on children's TV, books, films, toys, records, out-of-school learning, and other matters of interest to parents.[7]

Still another "new" publication: the latest revision of the government's number two best-seller, the Children's Bureau booklet *Your Child from One to Six*.[8] First published in 1918, the 92-page booklet is still a bargain but now the bargain costs $1.75. Not too many revisions ago the cost was 20 cents.

A resource was lost in 1977 which we neglected to report: The Early Childhood Project of the Education Commission of the States, publishers of the *Early Childhood Newsletter* and many useful reports, was not refunded by ACYF and "died" September 30, 1977.

New reports on child care and families

A profusion of new facts about the American family appeared in 1978, as in the preceding two years. The *New York Times* commented on the flood of studies: "Like the War on Poverty a decade ago, and like the energy crisis a year or so ago, the (study of the) family has become an intellectual growth industry."

One new fact was especially noteworthy: The percentage of mothers of children under six in the labor force hit an all-time high—42%! This added up to 5.4 million mothers and 6.4 million little children, a lot of humans.

It was good news, therefore, that Senator Alan Cranston announced that in 1979 he would introduce a comprehensive child care bill. Congress has had no such bill since the unpleasant smearing of the Mondale-Brademas Child and Family Services Act of 1975. In part because of that experience, Cranston stressed that his legislation would provide for the whole variety of child care arrangements—full-day, part-day, center- and home-based, neighborhood and work-site—and that a wide variety of sponsors would be eligible for funding: schools, nonprofit and proprietary centers, churches, unions, employers.

A further sign that 1979 might see some action on child care: The highly respected Congressional Budget Office issued a report that could provide background for hearings on the Cranston legislation. According to the Budget Office the government in 1978 spent $1.7 billion on direct support of programs for young children, and another $500 million through income tax credits to working parents. CBO acknowledged that, despite the total of $2.2 billion, the nation's need for child care was still largely unmet. The office then projected the cost of each of five possible options: expand Head Start; expand Title XX; expand the tax credit; develop a new all-inclusive program such as Cranston proposed; develop a new before- and after-school program for school age children. It also tried to assess the potential values to children and the usefulness to working mothers of each approach.[9]

Still another constructive step was the publication of *Day Care and the Public Schools*.[10] The author, James A. Levine, pointed out that arguments between the "education lobby" and the "child development lobby" over who should sponsor child care have polarized groups that ought to work together. To provide a basis for a more constructive dialogue he described public school-affiliated day care in Oakland, California; Brookline, Massachusetts; Atlanta, Georgia; Austin, Texas; and two South Carolina counties. His conclusion: "It would be unwise to assume categorically that the schools (or any other agency) are the best possible sponsor for day care; it would be equally unwise to exclude the schools." This plug for pluralism tied in with the Cranston approach.

Helpful information also came from the Administration for Children, Youth and Families, which issued its *National Day Care Study,* a four-year examination of center-based programs by Abt Associates of Cambridge, Massachusetts.[11] One finding with implications for all under-six groups, not only those in day care: "The size of the group in which the preschool child spends her/his hours makes the most difference. Small numbers of children and small numbers of adults, interacting with each other, make up the kind of groups associated with better care."

The report included an analysis of the toughest problem facing day care: staff salaries. It found the average of the lowest wages to be $95 and the highest $138 for a full work week: On June 28, in a news story written to help parents find good child care centers, the Richmond, Virginia, *Times Dispatch* passed on this tip: "Check the teachers' pay. If they are making a wage they can live on, they will care more." The Abt study showed that too few child care centers meet that simple standard. The present solution to the inadequate funding of child care was well described by a center director quoted in the *Times Dispatch* story: "Day care teachers and aides are very lovely people who are masochists at heart"—an impermanent, dangerous solution.

The Abt report could feed in to the Cranston hearings as well as to the public hearings which were announced for April 1979 on the revised Federal Interagency Day Care Requirements. Those revised requirements would apply to day care bought by the federal government under the Social Security Act (Title XX, IV-A, IV-B, WIN), but whatever standards are adopted would have repercussions on all other public and private programs. The revision process has been so long "in the works"—almost three years—with hearings promised, then postponed, then promised and postponed again that the FIDCR almost deserve the title of "honorary nonhappenings." The new target date for the adoption of the revised regulations was set for October 1979.

Some memorable words . . .

One provocative quote about day care came from Senator George McGovern who, in 1978, pushed for a federally supported child care center on Capitol Hill to serve employees of the Senate, House, Library of Congress, and Supreme Court: "The U.S. Senate houses a restaurant, credit union, barber shop, the Senate beauty salon, all the services our employees need. But now we have substantial evidence of what would seem a more fundamental need — for adequate child care facilities." The senator's words could apply to many a community. (Incidentally, nine federal agencies in the greater Washington area do have child care services, most now operating on parent fees.)[12]

One other quote caught my eye in 1978 and pleased me. In its October issue, *Today's Child* praised Benjamin Spock for his opposition to the billion-dollar nuclear plant at Seabrook, New Hampshire, and described the good doctor as "a man who understands that caring must sometimes involve daring."

Teen-age mothers — complications and implications

One distressing aspect of family life received particular attention in 1978, the so-called "teen-age pregnancy boom." It was estimated that over one million teen-age girls become pregnant in a year. An increase was noted especially in the 15- to 17-year-old span where births have gone up 22% since 1966. Teen-age childbirth usually means more difficulties for the mother — more hemorrhage, anemia, toxemia — and more difficulties for the child — a low birth weight, a greater likelihood of birth defects. Teen-age mothers more often do not finish high school and find it hard to get a job. Forty percent become pregnant again within two years, a "repeater tendency" often condemning the mother and children to lives of poverty and welfare. A further complication: More than half of all out-of-wedlock babies are born to teen-agers. Studies showed that these are the children most apt to be impoverished and most apt to repeat the cycle with illegitimate children of their own.[13]

Irving Lazar of Cornell in his column, "Potomac Backwaters" in the Newsletter of the Division on Developmental Psychology of APA, put the problem well: "Combining the extraordinary rise in out-of-wedlock births and the virtual elimination of federal support for abortions, we are facing a massive rise in the need for services to children and mothers." One specific implication for the child care centers, nursery schools, and Head Start of tomorrow: Unless all theories about childrearing are far off-base, get ready for many youngsters with special emotional needs.

Children's emotional well-being was the concern of one of 1978's much-discussed books, *Every Child's Birthright: In Defense of Mothering.*[14] Selma Fraiberg, well known to early childhood specialists from her earlier *The Magic Years,* worried about the millions of very young children being served by what she called "Child Care Industries, Inc." — "the babies and young children delivered like packages to neighbors, to strangers, to storage houses masquerading as day care centers." The argument over who should sponsor day care at times centers around whether or not day care should be a learning experience. Fraiberg reminded us that children are always learning, for better or worse. She feared that too many youngsters in bad child care might be learning "that all adults are interchangeable, that love is capricious, that human attachment is a perilous investment, and that love should be hoarded for the self in the service of survival."

Head Start happenings

Head Start announced in May its newest variation on approaches to preschool education, the Basic Educational Skills Project. Fifteen sites were selected to carry out the project in 1978, with the number to be expanded to 31 in 1979.

Given the country-wide pressure on kindergartens and even on younger children's groups to become paper-and-pencil school-readiness classes, it looked as if Head Start too had joined the pressure-cooker parade. The impression was strengthened by the words used by ACYF head, Blandina Cardenas, in plugging the new project to the House Appropriations Committee: "A direct and structured way to focus on basic skills."

The Official Guidelines of the Basic Educational Project made it clear, however, that Head Start at least hoped to do something quite different from the sit-down workbook programs so widespread. The guidelines specifically listed both required and suggested activities consistent with the goal of "mastering *now* the preschool work of doing and experiencing, rather than implementing in Head Start what children do in first and second grade." They stressed that "preschool children learn best by making use of concrete, visual and tactile experiences rather than abstract, symbolic or verbal approaches" and warned that the project could not be "a watered-down version of the elementary school curriculum." It will be interesting to see whether the wise words of the guidelines will be strong enough to buttress Head Start's Project against the prevailing pressures.[18]

One ironic note: Perhaps oversold by the opponents of moving Head Start to the proposed new Department of Education, Senator Charles Percy joined the opposition saying: "After all, Head Start is not primarily educational."

Head Start continued to hold to one of its great areas of strength, decent class size. In the Federal Register for February 21 the following Head Start regulations appeared: The maximum size for a three-year-old group, 10 to 12 with a child-adult ratio of no more than 4 to 1; the maximum group size for fours, 12 to 15 with a child-adult ratio of no more than 5 to 1; the maximum for a group of fives, 15 to 21, with a child-adult ratio of 7 to 1. It was further stipulated that when more than 50% of a class fell within a younger age, the ratio for that younger age applied. And staffing for all age groups called for one teacher, one aide, and one volunteer. Kindergartens in particular — please note! And child care centers and nursery schools, too.

Head Start also continued to work away at its most pressing problem: good staffing. There was talk of requiring — but not until 1981 — that every Head Start group be headed by a teacher qualified either as a Child Development Associate or as the possessor of a B.A. degree in early education with field experience — certainly a reasonable goal, especially for such a far-off horizon.

More CDA growth

The first Child Development Associate credentials were awarded in 1975, 12 of them. In August 1978 the CDA Consortium reported that the number had grown to 3,740. The consortium talked of developing criteria for credentialing workers with handicapped and bilingual preschoolers, and family day care staff. The great growth and proposed expansion kept alive the puzzlement as to whether

CDA represented a more appropriate approach to the development of skilled early childhood teachers, or an easier way.

Birthdays and losses

One 1978 birthday was not widely publicized: The teddy bear, first introduced as a toy in 1903, was 75 years old. The birthday with bigger headlines: Mickey Mouse, age 50. Three important early childhood institutions also celebrated their 50th: **The National Child Research Center,** Washington, D.C., founded with a grant from the Laura Spelman Rockefeller Memorial, with Christine Heinig as its nursery school director in 1928; the **Institute of Human Development** at UC Berkeley, also established with funds from the Laura Spelman Rockefeller Memorial, with Herbert R. Stolz as its first director; and the **Children's Community,** also in Berkeley, begun by Katharine Whiteside Taylor, the fourth parent co-op in the United States and the oldest still functioning. Another 50th celebration: **Barbara Biber** was honored in New York in October for her half-century of work, still continuing, at Bank Street College.

Among the leaders in the profession retiring in 1978: **Dorothy Haupt** from Merrill-Palmer; **Sarah Lou Leeper** from the University of Maryland; **Elizabeth Keister** from the University of North Carolina at Greensboro.

Among our losses through death: **Dorothy Beers Bogoslawski,** an early leader in day care; **Florence Kerckhoff,** professor of child development and family studies at Purdue; **Ira J. Gordon,** Kenan Professor and Dean of the School of Education at the University of North Carolina at Chapel Hill; **Margaret Mead,** anthropologist, social critic, student of children and family life.

Health news

The national immunization initiative moved full speed ahead in 1978 toward its goal of immunizing 90% of the nation's children against the preventable childhood diseases by October 1979. As a result of the initiative 49 states had laws by 1978 requiring school-entry immunizations, and surveys were under way (and completed in 19 states) to identify susceptible children in day care, Head Start, and the public schools.

The Centers for Disease Control announced another early result: a 56% decrease in measles for the first nine months of 1978 compared to 1977, 23 thousand cases down from 53 thousand. This success led HEW Secretary Califano to set a new goal: to free the United States completely from "indigenous" measles by October 1982, so that the illness never occurs after that date except when it is introduced from other countries.

One especially impressive aspect of the initiative was a wave of dramatic radio and television spots, newspaper and magazine ads, posters, and transit cards alerting parents to the importance of immunizations — a powerful example of how communication media can be wisely used.

There was a flurry of other good-news stories about health. Infant mortality (deaths under 28 days) dropped from 15.2 per 1,000 live births in 1976 to 14.0 in 1977, a 7.9% decline. The Cerebral Palsy Association announced that in 1976 fewer than 10,000 babies had been born with congenital cerebral palsy, compared to 25,000 in 1960. And there were preliminary reports that ways had been found to prevent Duchenne muscular dystrophy, a muscle-wasting disease frequently striking boys in the three-to-seven age range.

Good nutrition received a boost when Congress increased by 250 million dollars the money available for supplementary feeding for pregnant and nursing mothers and for children up to age five determined to be "a nutritional risk." President Carter signed the bill over the objection of his Office of Management and Budget, which was troubled by the cost. Also on the nutrition front: The Pittsburgh (Pennsylvania) Association for the Education of Young Children devoted the November issue of its quarterly journal, *Children in Contemporary Society,* exclusively to "Nutrition and Young Children."[16]

One less happy note: The proposed Child Health Assessment Program, designed to improve and extend the current much-criticized Early and Periodic Screening Diagnosis and Treatment Program, got a good reception in Congress, auguring well for future passage, but did not reach the floor in time for a vote in 1978 before adjournment.

Virginia gained a new voice for children, *Aware,* the newsletter of the 1978-created Virginia Division for Children. Vol. 1, No. 1 included a quiz based on a survey of 2,300 families. The following were among the questions (and the answers are given in Note 17 to this chapter):

1. How many Virginia families with children have a total income of less than $5,000? A) 1 in 5; B) 1 in 10; C) 1 in 25; D) 1 in 50.

2. How many in the age range 0 to 21 have never been examined by a dentist? A) 1 in 10; B) 1 in 20; C) 1 in 25; D) 1 in 50.

3. What reason did parents most frequently cite for their children not being immunized? A) Couldn't afford; B) Couldn't get transportation; C) Children too young; D) Didn't know immunizations were needed.

Media news

The good and the bad of TV were both in the news in 1978. Responding to complaints from Action for Children's Television and to a report by its own staff which included the estimate that children see more than 20,000 commercials a year, the Federal Trade Commission, in a dramatic step, proposed a ban on all ads directed at children under age 8. The rationale: At that age children do not distinguish between programming and commercials; ads, therefore, are "inherently unfair and deceptive." FTC also proposed a ban on ads aimed at children under 12 which promoted sugared products likely to cause tooth decay, an effort to end what has been called the "Saturday morning sugar derby." FTC's proposed stringent rules were immediately attacked in Congress so fiercely that for a period the agency's whole budget was threatened. The rules were also assailed by the National Association of Broadcasters. Everyone's estimate was that a minimum of two years of argument lay ahead before the bans could become operative, if indeed they ever do. That eventuality was further dimmed in November when a federal court, hearing a suit brought by five advertising and industry groups, barred the FTC chairman from further participation in the rule making on the grounds that he "had already made up his mind" in favor of kids and against ads.

One can joke about TV ads. A news story reported that one third grader spelled "relief" "R-O-L-A-I-D-S," and that a kindergarten, warned not to squeeze its new pet, named the animal "Charmin." But 20,000 commercials a year are no laughing matter. The *Newsday* TV critic said it very well: "They rot the brain." [18]

On the plus side: Applied Management Sciences of Silver Spring received an additional HEW grant to add 10 additional half-hour sequences to the original 20 in "Footsteps." "Footsteps," scheduled for public television beginning in January 1979, is one of the rare uses of TV to help parents with childrearing. Produced by the Educational Film Center of Springfield, Virginia, in consultation with the University of Maryland Institute of Child Study, the program is an unusual mix of dramatic and documentary sequences, of slick production and insightful scenes.[19] The additional grant came because of favorable parent response to three pilot programs.

Books on how to do almost anything under the sun enjoyed wide popularity in 1978. Two "how-to's" offered advice to those who run programs for children. The Coalition for Children and Youth published *How To Raise Money for Kids,* a handbook for those pursuing grants from foundations and the federal government.[20] The National Center on Child Abuse and Neglect published the very down-to-earth *How to Plan and Carry Out a Successful Public Awareness Program on Child Abuse and Neglect.*[21] The booklet is a rich mine of know-how for those involved in any public relations effort on behalf of children. It includes the copy for the six TV spots, five radio spots, three posters, and three advertising layouts that, like the publicity materials on immunization, had such wide and effective use in 1978.

News from the states

As always state activities included doses of cheering and depressing notes. **Arkansas,** like Virginia, gained a new voice to speak up for children, a nonprofit statewide group of citizens, the Arkansas Advocates for Children and Families, committed to the idea that "every adult should be an advocate for all children." First activities: Vol. 1, No. 1 of *Incentive,* the group's impressive newsletter; the establishment of task forces in law, education, social welfare and health; and the holding of a state conference on "Parenting Is Primary" with Burton White and Benjamin Spock among the speakers.

More good news: **Mississippi,** which had been one of two states with no state or local funding for kindergartens, broke ranks with North Dakota and got its first locally supported groups for fives — two public kindergartens, sponsored jointly by the Starkville city schools and Mississippi State University.

Arizona moved in the opposite direction, raising the kindergarten entrance age step by step from "5 by December 1" in 1978 to "5 by September 1" in 1982 and thereafter. Virginia considered but did not adopt a similar "keep them out" rule.

In **Indiana** an unsuccessful attempt was made to exempt church schools from licensing, and in **Virginia** a move to exempt church-related child care centers from licensing was under consideration but not yet passed.

More positively: Two well-qualified observers reported their strong impressions that programs for young children in **Delaware** and **Hawaii** were steadily, visibly improving.

California, as the nation knew, inflicted on itself the trauma of Proposition 13. Despite it, child care advocates stirred up such wide public support that, in the year of Jarvis, the legislature actually voted an increase in state child care funds. There were fears for 1979, however: "It could make the Jarvis mayhem look like a minor upheaval." These worries led to a new coalition, California Child Care Advocates, with one of its first goals the hiring of a paid worker in Sacramento to join with the California Children's Lobby in defending services.

Tennessee took an unusual and important step forward. On January 1 it became the first state to have a Child Passenger Protection Law, requiring parents to provide safety devices for children under four riding in automobiles. The reason: "In Tennessee, and in the nation, more children die from automobile accidents than from leukemia, heart disease, muscular dystrophy, or any other known disease." In the year, too, among other activities, the Tennessee Office of Child Development surveyed all licensed day care facilities, reaching 90.2% by phone or questionnaire. One conclusion, which is no surprise: "There is a critical need for expanded day care." Based on population and labor force estimates, the Office of Child Development concluded that only 32.9% of the need for day care was being served by licensed facilities. The greatest need uncovered was care for infants and for school age children.[22]

Both the **South Carolina** Office of Child Development and **Pennsylvania** published guides for assessing the strengths and weaknesses of day care centers.[23] South Carolina — a fact which may surprise you — has the second most extensive system of school-based day care. (California is number one.)

Even though kindergartens are not mandatory in Pennsylvania, only seven school districts out of 505 fail to provide them. Despite this wide coverage on a voluntary basis, a mandatory kindergarten bill was introduced in the legislature to protect kindergartens in the event of some future budget-cutting. The bill was not passed, but plans were underway to reintroduce it in early 1979.

The Early Childhood Development Division of the **Texas** Department of Community Affairs had, as always, a busy year producing among other publications *Still the Darker Side of Childhood: 78 Things You Need To Know About Texas Children,*[24] statistics and commentary on Texas youngsters from birth to age 18 and their families. Another Texas development was the implementation in 1978 in universities throughout the state of a new, interdisciplinary Child Development/Early Childhood Education training program for teachers of children ages three through eight. The program leads to a new certificate, which had been approved by the State Board of Education in 1977. Texas also continued its strong involvement in CDA training, now being offered in almost every community college as well as in seven universities. In 1978 there were over 500 CDAs in the state, approximately 13% of all the CDAs in the country.

Advocacy update

The Children's Defense Fund, outspoken advocacy organization, issued in April its assessment of the Carter administration's first year. Recalling that the year had begun with high expectations, CDF confessed to disappointment. Among its barbs: "While sympathetic in a general way to children and family concerns, the Administration has no thought-out policy goals." . . . "The Administration does not want to spend money." . . . "Government policymakers look on children's advocates as do-gooders rather than as people of political consequence, more of a nuisance than a threat." Simultaneously CDF issued its first National Legislative Agenda for Children, specifying both immediate and longer range goals in four areas: children without homes; child health; child care and family support services; and education.[25] Speaking to the profession CDF urged that "child and family advocates fight the real barriers for children and not each other" and optimistically concluded that "we do have the capacity to get things done for children if we use our organization, our staying power and votes."

A less-than-spectacular year for children

When our bicentennial year of 1976 approached, the rallying cry was, "Birthday Parties Are For Kids." Nothing super-spectacular happened for children, however. 1979 is another special year, the International Year of the Child. It could be a year for the extraordinary. I will report on whatever developments there are in *A Look at 1979*.

NOTES

1. Remarks by Marian Wright Edelman; staff counsel to the House Economic Opportunities subcommittee; and Edward Zigler, respectively.
2. *School Enrollment — Social and Economic Characteristics of Students: Oct. 1977*. Series P-20, No. 321, U.S. Government Printing Office, Washington, DC 20402.
3. *An Economic Analysis of the Ypsilanti Perry Preschool Project*, by C.U. Weber, P.W. Foster, and D.P. Weikart. High/Scope Educational Research Foundation, 600 North River St., Ypsilanti, MI 48197.
4. Iowa, Maryland, Michigan and South Dakota mandated programs for children from birth to age five; Arkansas, Illinois, Louisiana, Massachusetts, Rhode Island, Texas, and Wisconsin mandated them from age three to five; Connecticut, Delaware, Minnesota, and Tennessee for fours and fives; Virginia for ages two to five; Oklahoma for fours; and 13 additional states for fives.
5. The SACUS headquarters: Box 5403 Brady Station, Little Rock, AR 72205.
6. 70 Oakley Road, Belmont, MA 02178.
7. Box 185, Waban, MA 02168.
8. DHEW Publication No. (OHDS) 77-30026. Was U.S. Government Printing Office, Washington, DC 20402. This revision was by Richard H. Granger, M.D. of the Yale Child Study Center.
9. *Child Care and Preschool: Options for Federal Support*. CBO Publication 052-070-04657-1. U.S. Government Printing Office, Washington, DC 20402.
10. Educational Development Center, 55 Chapel St., Newton, MA 02160.
11. *National Day Care Study — Preliminary Findings and Their Implications*. Day Care Division, ACYF, P.O. Box 1182, Washington, DC 20013.

12. HEW; HUD; NASA; NIH; NIE; DOL; Agriculture at Beltsville, Maryland; Equal Employment Opportunities Commission; and the Social Security Administration in Baltimore.
13. *Teenage Childbearing: United States 1966–1975*. National Center for Health Statistics, Hyattsville, MD 20782.
14. New York: Basic Books, 1978.
15. For further information: Dr. Jenni W. Klein, Director of Educational Services, Head Start Bureau, ACYF, P.O. Box 1182, Washington, DC 20013.
16. P.O. Box 11173, Pittsburgh, PA 15237.
17. The correct answers: 1B; 2A; 3D.
18. Marvin Kitman in the fall 1978 *re-act*, Action for Children's Television, 46 Austin St., Newtonville, MA 02160.
19. Viewer guide to *Footsteps* available from Consumer Information Center, Pueblo, CO 81009; teacher-student discussion guide available for purchase from University Park Press, 233 E. Redwood St., Baltimore, MD 21203.
20. Coalition for Children and Youth, 815 15th St., N.W., Washington, DC 20005.
21. U.S. Government Printing Office, Washington, DC 20402. DHEW Publication No. (OHD) 77-30089.
22. Tennessee Office of Child Development, 122 Parkway Towers, 404 James Robertson Parkway, Nashville, TN 37219.
23. South Carolina Division of Child Development, P.O. Box 1520, Columbia, SC 29202; Department of Public Welfare, Bureau of Child Development Programs, 1514 North Second St., Harrisburg, PA 17102.
24. Early Childhood Development Division, Box 13166, Capitol Station, Austin, TX 78711.
25. Children's Defense Fund, 1520 New Hampshire Ave., N.W., Washington, DC 20036.

APPRECIATION

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A LOOK AT 1979

International Year of the Child

Three initials became widely familiar during 1979: IYC, the abbreviation for the International Year of the Child, a worldwide event proclaimed by the United Nations to mark the 20th anniversary of the U.N.'s *Declaration of the Rights of the Child*.[1] In the United States more than 400 national organizations and business corporations joined in the celebration, sponsoring art exhibits, concerts, conferences, radio and TV spots, and special TV programs. Here and abroad over 200 commemorative stamps saluting children were issued, the total number making philatelic history and their attractiveness improving the look of mail everywhere.

Did all the fanfare have an actual impact on the lives of children? An article in the June *APA Monitor* — "Celebrating Children: Ceremony or Substance?" — raised that question, as did other skeptics. In the United States certainly no landmark federal legislation was passed because of IYC. On the other hand the U.S. Commission on IYC insisted that the goal was not legislation but to establish a "new collective sensitivity to children." From that standpoint one joint activity of ACEI, NAEYC and the U.S. National Committee of OMEP had to be judged a success. The three organizations made available — free, without copyright, and in English, French, and Spanish — eight articles by early childhood specialists on the theme, "This We Know, Therefore This We Should Do."[2] More than 700 requests for the series were received from newspapers, newsletters, magazines, and organizations around the world.

Because IYC was the *International* Year of the Child, the status of youngsters the world over received considerable attention — youngsters whose fate is bound to be shared by more and more U.S. children on this ever-growing-smaller planet Earth. The story was not a comforting one: "Today 85% of the world's children have no access to basic health services. . . . Less than 10% of the 80 million children born each year in developing countries are now receiving immunization services. . . . Each year in the developing world an estimated five million children die and twice as many are disabled by diseases that have been largely eliminated in developed nations through immunizations. . . . In most of Africa two-thirds of all deaths occur in children under age five, one out of every 10 children does not survive beyond age four in Latin America, and 15% of all Asian children die before reaching their fifth birthday." [3] A useful trio of publications conveying these and other facts was published by the Population Reference Bureau: *The World of Children, World's Children Data Sheet,* and a 72-page chartbook, *Children in the World.*[4] The latter sums up a very sobering situation: "About four of every five children in the world live in the less developed countries, most of which are unable to feed, house, educate and protect the health of all their children at even minimally adequate levels."

Disappointing responses

IYC was the brainchild of a Belgian priest, Canon Joseph Moerman, secretary-general of the International Catholic Child Bureau. In trying to persuade the U.N. to adopt the idea, Canon Moerman had said: "There is a fatigue among people regarding the situation of children. The attitude seems to be: In our countries it is not so bad, and in the Third World it is hopeless." Testing whether in "our country it is not so bad," the U.S. Commission for IYC used the U.N. *Declaration on the Rights of the Child* to assess the U.S. child population. Among the findings about children under age 18: "17½ million exist in dire poverty; 20 million are not fully protected against childhood diseases; 1 million are the victims of child abuse and neglect." [5] The Children's Defense Fund also issued a *Factbook* on America's children and their families.[6] Among the facts: "Licensed day care slots are available for only about 10% of the 27.5 million children whose mothers work. . . . Head Start reaches only about 20% of the children who need it." Obviously the IYC goal of building a "new collective sensitivity to children" was not a quixotic one.

It will take time and a world perspective to determine whether raised consciousness became translated into concrete acts on behalf of children. One fact was immediately clear, however. All the fuss and fanfare about IYC did not move Congress. In 1978 Congress had turned down a request from the U.S. Commission on IYC for $1.3 million. The Commission had to operate on funds siphoned from HEW and the Justice Department. In 1979 the Commission came back to Congress requesting $685,000 to continue its work until April 30, 1980. Once again, Congress turned the Commission down.

Francis Roberts, president of Bank Street College of Education at the time, probably summed up the congressional attitude toward IYC when he made this skeptical comment: "I'm convinced one of the reasons people like 'special years' is that they don't cost very much and are over before any serious commitments are required. Mark Twain once said of a free lecture he had attended that he 'didn't pay anything for it and it was worth it.' Such may be the case with IYC."[7]

One reason Congress voted "No" on money was pressure from an ultraconservative and desperately misinformed opposition. A group calling itself the Free Congress Research and Education Foundation, with the aid of Senator Orrin Hatch of Utah, bombarded Congress with a letter barrage. The "anti" feeling was also sufficiently strong within certain states to keep IYC activities to a minimum. Foremost among the weird worries of the opposition was that IYC was anti-family. The irony: One reason for Canon Joseph Moerman's persistent efforts to persuade the U.N. to proclaim IYC was his conviction that a sharp focus on the child for a year would strengthen the family. He, too, had a worry: "Our whole world will collapse if we don't save the family."

Progress in peaceful solutions

Sweden took two provocative steps in celebration of the International Year of the Child. It banned the production and sale of war toys. And, beginning July 1, Sweden became the first nation ever to forbid parents to spank their children. As one paper put it, "This is no child-abuse statute; the mistreatment of children is a well-established criminal offense here. Rather, it is a law against the whack and the slap" and other similar humiliating acts. The law did not spell out any punishment for offending parents. The Ministry of Justice spoke of it as a "pedagogic" law: "We hope to use it to change [parent] attitudes."

Child care legislation

The child care act of 1979 could have been a stellar U.S. legislative achievement to honor the International Year of the Child. The bill was sponsored by Senator Alan Cranston who had held two years of public hearings pulling together the ideas of parents, of professionals in child care, the criticisms of past bills, and factors of cost. As finally introduced the legislation had widespread backing among child advocates. In the words of one, it was "a carefully constructed position which could have built the needed national consensus. It was more targeted, simpler, more administratively feasible than earlier bills, and it avoided unrealistic price tags."[8] Instead of being a four-star climax to IYC the legislation's life in Congress was short but not sweet. Within weeks of its introduction, the Child Care Act was abruptly withdrawn by its sponsor.

Senator Cranston called his bill "a victim of these austere times. The mood of the 96th Congress and of the American people in general is very negative toward proposals for new federal programs, regardless of social need and cost effectiveness." Cranston also blamed the Carter administration for withholding support "even though Vice-President Mondale was the Senate's leading advocate of child care during his days in the Senate and even though the President, during his campaign, had pledged his active cooperation in developing child care legislation." The kiss of death came when HEW Assistant Secretary Arabella Martinez testified against the bill, saying specifically that the Administration did not want a new categorical child care program "at this time."

As with the IYC, right-wing opposition also had a hand in forcing the bill's withdrawal. Gwen Morgan, chairperson of the DCCDCA Social Policy Committee, put the finger on the National Coalition for Children, a group organized specifically to defeat child care legislation, for flooding Congress with letters in opposition. The April *Focus,* Newsletter of the Coalition for Children and Youth, put much of the blame on conservative, nationally syndicated columnist James J. Kilpatrick and on a forceful editorial in the Washington *Star*. Among other strange points, the *Star* editorial charged that under the bill "it would be illegal to leave the baby with Grandma while mother goes to work unless Grandma has a degree in child psychology and can prove that the woodwork in her house is covered with lead-free paint."

Working mothers and the future

The mounting crisis in child care was made clearer by two 1979 reports which looked ahead to needs in the coming decade.[9] Using 1977 census reports as the base, both predicted no let-up in the flood of mothers entering the labor market. Their estimates of the steady rise in the number of children under six whose mothers will be in the labor force:

6,431,000 (37.6%)	in 1977
7,385,000 (41%)	in 1980
9,810,000 (44%)	in 1985

There was no need to wait for the decade ahead before starting to worry about child care. Another census report, instead of following the practice of using averages of the whole under-six age range, matched the ages of children with the employment of mothers in 1978, with eye-opening, head-hurting results.[10] One shocker: 49.8% of the mothers of *five-year-olds* were employed outside the home! Or if you have ever wondered about the need for infant care: About one-third of the mothers of children *one year old or younger* were in the labor force! On the need for school-age child care: 56.9% of the mothers of children *six years of age or older* were employed outside the home! The figures, incidentally, covered only mothers in two-parent families so, stunning as they were, they under-reported the total number of mothers in the labor force. At some point, *and soon,* we must face up to the needs this dramatic social change has created.

Two good-news notes

North Dakota, until 1979 one of only two states (Mississippi had been its companion) providing no state aid for kindergartens, appropriated one million dollars for full funding of half-day kindergartens beginning in 1980. The drive was spearheaded by the North Dakota AEYC. The North Dakota legislature also required all kindergarten teachers to hold a kindergarten endorsement on their certificate by September 1981. **Georgia** took a similar big step ahead. In 1977 that state's half-day kindergartens served 50% of the state's fives. In 1979 the Georgia legislature appropriated sufficient funds to serve the entire five-year-old population. Georgia also funded 10 district consultants in early childhood education.

Television programming for families

TV to help parents made progress in 1979. The 30 half-hour sequences of "Footsteps" — the provocative, nondogmatic parent education program mixing Hollywood stars, drama and early childhood specialists — were shown nationwide on public television stations. "The First Three Years," an excellent five-part program developed by and featuring Burton L. White, was telecast by the Westinghouse stations in Boston, Philadelphia, Baltimore, Pittsburgh, and San Francisco. "Mr. Rogers," in a new approach, zeroes in on one specific worrisome early childhood problem — the first days of school. Through five special programs for children — one for each day of the week — and one hour-long program for parents, he set out successfully to inform and reassure. Dr. Lee Salk was the host on "Feelings," a weekly aimed at school-age children and their parents. None of these series was publicized as vigorously as one might wish, but all four topnotch efforts were taped and available to be seen over and over for many years ahead.

Lamenting low standards for children's TV

Less progress was made improving television for children. ABC removed "Tom and Jerry," "Bugs Bunny," and "Road Runner" cartoons because of their violence. (If you have never thought of cartoons as violent, do what one group of parents did. They watched "Popeye" and counted 165 violent acts in a half hour!) But most efforts to upgrade children's television stayed, as they have for years, in the talking stage.

Good words were spoken, like these by Charles Ferris, Chairman of the Federal Communications Commission: "Television is a child's work, play, fantasy, best friend, and source of information about the world. We as adults ought to reserve our highest expectations for children's programming. We [ought to] expect it to entertain, excite, enchant, enhance, and educate our children. We [ought to] expect wit, humor and sensitivity, as well as truth." However, the FCC staff itself despaired that commercial television would ever voluntarily come up to such a standard. In an October 1979 report the staff urged FCC to concentrate on pay and cable television and on public broadcasting, encouraging them to develop children's programs of high quality. The prod to public broadcasting was especially welcome. "Sesame Street," for better or for worse, has been around for nine years. It was time for someone to ask PBS: "What have you done for us lately?"

Incidentally, if you like to keep up with the names of important people in early childhood education, note these two: **Bill Hanna** and **Joe Barbera.** NBC filled its entire Saturday morning, 7:30 a.m. to noon, with Hanna-Barbera cartoons; CBS and ABC bought almost as many. Result: "Every Saturday Bill Hanna and Joe Barbera babysit for an audience of 25 million American children, a situation some would call a stranglehold." [11]

The struggle to control commercials on children's TV also made little progress in 1979. Again it was ABC that made one small but welcome change, announcing its intention, beginning January 1980, to reduce its commercials on children's programs from eight and a half to seven and a half minutes per hour. The American Academy of Pediatrics issued a policy statement calling for an end to "the commercial exploitation of children through excessive and inappropriate television advertising" — strong language from pediatricians! And the Federal Trade Commission held hearings on the 1978 proposals of its staff that had called commercials aimed at young children "inherently unfair and deceptive" because of the children's age. The closest to a positive outcome of the hearings was the venting of strong feelings. Commercial opponents of regulations warned: "The last thing we need over the next 20 years is a national nanny." Proponents of control charged the kid-vid advertising industry with telling children "the biggest lies they will ever be told in their lives." One negative outcome: the Senate Commerce Committee, upset by the FCC staff proposals, voted to limit severely the Commission's authority to regulate commercials on children's TV. Peggy Charen, head of ACT, Action for Children's Television, lamented: "Children have no money for lobbying." She called the committee's action "an incredible display of the ability of well-financed lobbies to get their way."

One sad tidbit

$6.95 became the most common price for good children's books. But if not $6.95, try $7.95 or $8.95. On the cheery side: Perhaps it was a sign of our high cultural level that the price of books went up as fast as the price of gas.

Endings

Two pioneers in nursery education died in 1979. One loss: **Rose Alschuler,** 92, founder in 1925 of the first public nursery school, the Franklin School Nursery School in Chicago. In that year Rose Alschuler was one of eight brought together by Patty Smith Hill to form what became the National Committee on Nursery Schools, later the National Association for Nursery Education, and later still, NAEYC. During World War II Rose Alschuler headed the National Commission for Young Children, organized to secure good child care centers. Her book, *Children's Centers* (1942), was a part of that wartime work. Another well-known book: *Painting and Personality, A Study of Young Children* (1947). The second loss: **Christine Heinig,** 87, who had been the head teacher in the first public nursery school and then moved on as head teacher in the early days of the nursery schools at Cornell, Vassar, and the National Child Research Center. Christine Heinig spent 1937 to 1945 in Australia becoming another "first"—the first Federal Officer of the Australia Preschool Association.

Among other, younger, prominent leaders who died in the year: **Annie L. Butler** of Indiana University; **Dorothy H. Cohen** of Bank Street College of Education. And, on December 17, 1978, **Laura Hooper,** long at the University of Pennsylvania.

Ending 104 years of independent existence, the country's oldest private teacher training school—George Peabody College for Teachers in Nashville, Tennessee—merged with its across-the-street neighbor to become in 1979 the George Peabody College for Teachers of Vanderbilt University. The merger, made over many protests from Peabody students, alumni, and faculty, was necessitated by "the devastating impact of inflation and declining undergraduate enrollments," according to Peabody trustees. Peabody had explored merging with Duke, George Washington University, and Tennessee State University before the marriage to its close neighbor, Vanderbilt. From the post-Civil War period through the first half of the twentieth century Peabody had been the South's major teacher training institution, preparing a range of educators from primary teachers to college presidents, conferring degrees from the A.B. to the Ph.D. From 1920 to 1942 it was home-base for Lucy Gage, staunch kindergarten proponent who in 1929 was responsible for the addition of a nursery school to the Peabody Demonstration School. Through Lucy Gage's classes and her constant public lecturing about young children, and through the Early Childhood specialists who succeeded her — Susan Gray, this writer, Gean Morgan, Maycie Southall — George Peabody College for Teachers laid the groundwork for the recent rapid growth of under-six programs throughout the southern states.

Anniversaries and birthdays

Great favorites of many young children celebrated anniversaries in 1979. **Donald Duck** was 45, having first jabbered on the screen in 1934 in the cartoon, "The Little Wise Hen." **Dr. Seuss** (Theodore Geisel) was 75 years old. His publisher, Random House, ran large ads:

> "So let parents and teachers and tots far and near
> Whose lives he has filled with warmth, goodness and cheer
> Raise yips, yaps and yells in a joyous hooray
> And proclaim 'Dr. Seuss Month' this bright month of May."

Dr. Seuss' first book for children, *And To Think That I Saw It On Mulberry Street,* was published in 1937. By 1979 there were 42 Dr. Seuss books which had sold over 80 million copies. **"Mister Rogers"** also had a celebration. As an anniversary tribute to his quarter-century of work in children's TV, St. Vincent College in Latrobe, Pennsylvania, sponsored a Conference on Childhood and Creativity with Erik Erikson as keynote speaker.

Two events that could profoundly affect the lives of young children far into the future were also noted in 1979. The year was the 10th anniversary of man's first walk on the moon. It was the 25th anniversary of the Supreme Court's decision in *Brown v. Topeka, Kansas Board of Education* declaring segregation against the law and harmful to children. Marking this 25th birthday the U.S. Commission on Civil Rights issued *Desegregation of the Nation's Public Schools: A Status Report*. It noted that 46% or nearly 4.9 million children of minority backgrounds still attended schools that were "moderately segregated," more of them in the Northeast and North Central regions of our country, however, than in the deep South.

Other events of note

A third significant event was a "first" — one has to pray there never is a second! The words of the AP story of March 31 from

Hershey, Pennsylvania, tell it best: "For the 83 little children who awoke on cots in an ice hockey arena here today, it was indeed the dawning of a brave new world. They had slept in the first emergency shelter ever set up in this country as a result of a nuclear accident, the one at Three Mile Island."

Another "first" of significance: The first boy conceived outside his mother's womb was born January 14 in a Glasgow, Scotland hospital. Alastair Montgomery, like the world's first test tube baby, Louise Brown, was the beneficiary of a technique developed by English doctors Patrick Steptoe and Robert Edwards. This 1979 birth seemingly confirmed that the birth of Baby Louise in 1978 was not fluke or lucky happenstance, good news for many childless couples.

Day care — a new industry?

Kinder-Care Learning Centers celebrated their tenth birthday in 1979. Ten is not a noteworthy age for child care centers; many are five times that old or more. What made Kinder-Care's 10th birthday important was its amazing growth during its first decade.

Kinder-Care began in 1969 with one center in Montgomery, Alabama. In September 1979, in the latest of several acquisitions, it took over the 88 centers of Mini-Schools, Limited. That brought the Kinder-Care total of branch child care centers in the United States and Canada to 459, with a licensed capacity of over 47,000 children — by far the largest private child care program ever. Perry Mendel, Kinder-Care President, was dubbed the "Colonel Sanders of Child Care."

In its first ten years Kinder-Care enlarged its offerings to include infant and school-age day care; drop-in service by the hour; a summer day camp program; the sale of toys, T-shirts, and tote bags at its centers; and, beginning in 1979, the sale of its own life insurance policies, Kinder Life.

The financial reports of most public and private child care centers present a dreary picture of the struggle to make ends meet. In contrast, the 1979 Tenth Annual Kinder-Care Report glowed: "Another record year of increased revenues, increased net income, increased earnings per share."[12] (*Forbes Magazine* on June 25 described the Kinder-Care operation under the title, "Perry Mendel's Golden Diapers.") The annual report also covered details hardly ever discussed in child care circles: The availability of common stock (you can buy Kinder-Care on the over-the-counter market under the NASDAQ symbol of KNDR). . . . A two-for-one stock split in 1977 and another in 1978. . . . An increase in 1979 in the annual dividend. . . . A new stock offering in 1979 of 400,000 shares.

Perry Mendel, a former real estate man, attributed Kinder-Care's growth to "the American free enterprise system and our desire to fill a need that continues to grow in American society." He also gave credit to factors not often connected with day care: "Experienced middle-management personnel in operations, real estate, finance and construction. . . . A completely computerized system to handle the massive amounts of revenue that are generated. . . . A sophisticated market research program. . . . A regional management system for maintaining quality controls."

Quality in education usually is achieved through well-paid, well-trained staff and sensitive supervision. The Kinder-Care way is different. Kinder-Care distributes "Kinder Kit" weekly from Montgomery to all of its branches, the theme of the week for children to study complete with daily lesson plans. Kinder-Care's starting teachers get the federal minimum wage; starting center directors often begin at $155 a week. Questioned by the Associated Press about these low salaries, Mendel replied: "There has to be an affordable price" for mothers, and so far as the staff is concerned: "We're making jobs for people through an emerging new industry."

Day care centers, of course, are hardly new. The date usually given for the first is 1816 in New Lanark, Scotland. But a day care *industry* is new, and typical of a nationwide hardening of the vocabulary. Increasingly we speak of "caregivers" rather than of teachers; of "operators" rather than of principals or directors; of "slots" rather than of children.

Facts and figures in child care

The troubling dollars-and-cents side of child care was an important aspect of the final report of the four-year National Day Care Study.[13] A typical U.S. day care center spent an average of $1,630 per child, including food and all other costs, for a 51-week year. Shockingly low as that figure is, averages are always deceiving. The report noted that 41% of the centers run for profit and not serving federally subsidized children spent less than $1,000 a year per child! Nationwide fees paid by parents ranged from an average low of $18 a week ($988 for a 52-week year) to an average maximum of $26 a week ($1,352 a year). Even the maximum comes to only 58 cents an hour, mighty cheap babysitting considering that the "center-as-babysitter" even provides the food.

Not surprisingly, the report also found that "Nationally, caregivers wages are extremely low." How low? "Almost two out of three caregiver's annual earnings fall below the poverty line for a family of four. . . . More than nine out of ten fall below the Department of Labor's 1977 'Low Income Budget' for a family of four."

These doleful figures have a direct bearing on a major conclusion of the study: "Caregivers with education/training relevant to young children deliver better care." But one had to wonder: With the prevailing poverty-level salaries, who could afford what kind of training at what level and in what depth? This seeming dilemma had an easy out, however. Even though the study advocated "trained" staff, it reported that "caregivers with child-related education/training do not receive higher wages than other caregivers." Nobody gets much of anything so there is no problem. Or is there?

The foreword to the report opens movingly with: "A child never stops developing. Inexorably drawn toward the pleasure of learning, young children reach out to capture all the 'raw resources' that are available to them. . . . " A briefer foreword might simply have said: "You get what you pay for, but beware: There is no free lunch."

Impact of smaller groups

Decent class size received support from the major recommendation of the National Day Care Study: "Smaller groups are consistently associated with better care." The study found that in smaller groups teachers engaged in more social interaction with children; the children showed more cooperation, verbal initiative, and reflective/innovative behavior; the children showed less hostility and conflict; they less frequently wandered aimlessly; *and* they made greater gains on the two standardized tests the study used. These specifics were welcome facts for workers in all early childhood groups since proof that decent class size makes a difference has been hard to come by. Helpfully, the report spelled out exactly what it meant by "smaller groups"—a class size never larger than 18 with two adults, with the further recommendation that a size of 14 with two adults "has the best impact on children": better care, more socially active youngsters, higher gains on tests.

The National Day Care Study was a four-year investigation of 67 centers serving primarily three- and four-year-olds in Detroit, Atlanta, and Seattle. The study included direct observation of the workings of staff and of the behavior of children, as well as the administration of the Preschool Inventory and the revised Peabody Picture Vocabulary Test.

Enrollment of infants and toddlers in day care

A smaller sub-study looked into infant and toddler day care, finding that the actual number of children under age three in day care groups was small. Children under two constituted about 4.5% of all youngsters enrolled in center care; an additional 9.1% were two to three years of age. These figures, however, represented a marked increase over the 1970 enrollments for these ages, leading to the conclusion: "The demand for infant and toddler service is increasing more rapidly than that for any other age group." The report recommended a group-size limit of eight for infants, twelve for toddlers, and a staff ratio of 1 to 4.

Some grim figures

One statement from 1979, by Norman Cousins, is worth pondering: "The grimmest statistics of 1979 have nothing to do with inflation or even with the cost of the arms race. Nothing about the year deserves greater concern and scrutiny than the fact that almost a million babies were born to unwed women. Equally startling and disturbing is a statistic showing that about 600,000 teenagers became mothers each year. Of these, more than 10,000 are 14 years of age or younger. . . . There is something almost bizarre about the preoccupation of the American people with military security from external sources. A bomb has already fallen on America. The shattering effect is reaching into every aspect and corner of our lives." [14]

Change . . .

An unusually large number of leadership changes took place in Washington in 1979. In key nongovernmental agencies, **James C.**

Young resigned as executive director of ACEI after less than a year in office. The Day Care and Child Development Council of America and the Coalition for Children and Youth filled their vacancies for executive directors, **Jan Calderon Yocum** at DCCDCA and **Helen L. Gerstein** at CCY. **Robert Granger** replaced Robert J. Harper II as executive director of the Child Development Associate Consortium.

In Washington "officialdom" the most publicized appointment was that of Shirley Hufstedler of California as the first Secretary of Education. A judge and lawyer with almost no experience in education, Hufstedler had been widely talked about as a possible future appointee to the U.S. Supreme Court. Her surprise selection as secretary of the new cabinet-level Department of Education led some wags to wonder if President Carter planned next to appoint a skilled kindergarten teacher to the high court. The extent to which the creation of a Department of Education would fragment early childhood education was not clear. Head Start and child care were not scheduled to fall under the department's concerns, but presumably nursery schools and kindergartens would, as would the early childhood programs authorized under the Education of the Handicapped Act, and those funded through P.L. 94 – 142. There was also on the books, passed in 1978 as part of the Elementary and Secondary Education Act, authorization for "Preschool Partnership," a program as yet without funds with guidelines very similar to Head Start's.

Two other appointments of note: **Jim Guy Tucker** was appointed chairperson of the White House Conference on Families, now rescheduled for June and July of 1980 (postponed from the original date of December 1979). At HEW **Barbara Kamara,** active NAEYC member and former director of the North Carolina State Training and Technical Assistance Office for Head Start, was named associate commissioner for developmental services, a new office responsible for Head Start and ACYF's day care division.

Among the higher-ups at HEW, 1979 was a time for playing musical chairs. Secretary Joseph A. Califano, Jr. was fired and replaced by HUD Secretary **Patricia Harris. Bambi Cardenas Ramirez,** commissioner of ACYF, the Administration for Children, Youth and Families, resigned in July for personal reasons. Her boss, **Arabella Martinez,** assistant HEW secretary, resigned in November. At year's end no successor for Martinez had been chosen. **John Cal-**

houn, director of the Massachusetts Office of Youth Services, was nominated but not confirmed as the new commissioner of ACYF.

. . . and the effects of change

The shuffling back and forth of command, with gaps of waiting for someone to be in charge, severely hurt two important early childhood efforts. One casualty: the Child Development Associate training program. In a surprise last-minute move HEW did not renew funds for the CDA Consortium after June 30, announcing instead (and belatedly) competitive bidding on a three-year contract. Unfortunately, HEW then took no action on letting a new contract to the Consortium, which had done the job since 1972, or to any other bidder. The CDA Consortium staff and Robert Granger, the new director, found themselves without salaries, without office rent money, without space for crucial files, while in the field the credentialing process came to a halt, leaving hundreds upon hundreds of candidates in a state of uncertainty. By December protests from across the country had reached so high a peak that HEW talked of reinstating the CDA Consortium to operate through June 1980, at which time new competitive bids would be sought. But at year's end HEW still had done nothing to end a six-month hiatus described by one Consortium member as "a nightmare."

FIDCR was the second casualty. The badly needed revision of these 1968 Federal Interagency Day Care Requirements was begun in 1970. After countless postponements October 1979 had been set as the target date for the long-awaited adoption of revised regulations. Hearings, put off in 1977 and 1978, were finally held in July, August and September in ten cities. More than 2,500 individuals sent written comments. Most impressive: 38 national associations and key individuals reached a consensus on recommendations and submitted their unusual agreement to the new HEW Secretary Patricia Harris. But too many "new" people had to give their approval: Secretary Harris, who had not been involved in day care as HUD Secretary; ACYF Commissioner Calhoun, who had been nominated but not confirmed. The result was an announcement made at NAEYC's Atlanta meeting: "The final day care regulations are now supposed to be published in January 1980. . . . " But don't hold your breath because the announcement went on to say: " . . . although there is a good chance they might not be."

Away from Washington two other important job changes took place. **Burton L. White** resigned as director of the Harvard Preschool Project to head up his own Center for Parent Education. The center aims to reach parents through the mass media, and professionals in parent education through institutes, workshops, and the publication of a six-times-a-year *Newsletter*.[15]

Bank Street College of Education announced the appointment of **Richard R. Ruopp** as president, to succeed Francis J. Roberts who resigned. Before coming to Bank Street Ruopp had been senior scientist at Abt Associates in Cambridge, Massachusetts, where, among other projects, he directed the National Day Care Study.

On the publications front, *ECE Options*, the teacher education newsletter, moved from Greensboro, North Carolina, where it had been published by Dee Irwin and Maggie Bushnell, to New England. In its new home it will be produced by Bettye Lewis.[16] In Washington the Children's Defense Fund issued Vol. 1, No. 1 of *CDF Reports*, a periodic newsletter about advocacy efforts in CDF's areas of concern: child care and development, child welfare and foster care, child health, education, and juvenile justice.[17]

An innovative approach for keeping child advocates abreast of the latest developments was also instituted by the Children's Defense Fund. A toll-free "hot line" — 800-424-9602 — was established; a phone number to call for up-to-date regulatory, legislative, and programmatic information.

Exempting health and safety standards

A Virginia law with possible nationwide consequences exempted church-sponsored child care centers from state licensing requirements. Opponents of the law, including the Virginia Division for Children and many religious organizations, argued that rules assuring the health and safety of children should apply to all child care centers. A small number of fundamentalist church groups claimed that such licensing was a violation of religious freedom; they mounted a massive lobbying campaign and carried the day for the bill. One member of the House of Delegates, commenting on the lopsidedness of mail favoring the bill, said: "I have never seen an issue that provoked as much mail and veiled threats."

Three day care centers, with support from the Virginia Association for Early Childhood Education and a coalition organized to fight the law, the Committee for Children in Child Care, challenged the exemption in the Federal District Court in Richmond on two constitutional grounds: that it violated the First Amendment by aiding religious groups at the expense of nonreligious groups and violated the equal protection clause of the 14th Amendment by allowing unlicensed centers a competitive advantage over licensed centers in cost of care. The court dismissed the suit, however, and at year's end no decision had been made on whether to appeal further.

In Virginia 150 of 550 licensed centers are church-operated. Many church centers opposed the law and indicated their intent to comply voluntarily with licensing requirements. Spurred by the Virginia victory, fundamentalist forces introduced similar bills in the North Carolina and Florida legislatures, and it was anticipated that the movement for exemption would spread to other states.

Update on health

The National Immunization Initiative goal of immunizing by October 1979 at least 90% of the nation's young against the preventable childhood diseases was met for *school-age* children. Ninety one percent had been immunized against measles, polio, diptheria, tetanus, and whooping cough; 84% against rubella. One next target: the preschool population. Youngsters in Head Start, good nursery schools, and child care centers were protected, but it was hard for the Centers for Disease Control to estimate the degree of protection of children not in groups, and harder to reach them. A second target: building parent awareness. In the words of Surgeon General Julius Richmond: "Childhood immunization is not a problem that stays solved. It returns again and again with the birth of more than three million children each year."

Tennessee illustrated how the job could be done. In 1979 it passed legislation making immunizations mandatory prior to enrollment in any "public school, nursery school, kindergarten, preschool or day care facility." Result: An immunization rate of 98.2% for all kindergarten and first grade children.

Another pleasing update: The World Health Organization officially declared in October that smallpox, for centuries one of the world's most dreaded diseases, had been eradicated: "No longer a threat to anyone on earth."

A bad-news followup: In 1978 CHAP, the Child Health Assurance/Assessment Program, *almost* got Congressional approval, but missed out in the closing days of December. In 1979, once again, CHAP *almost* got approval, failing once more in December. CHAP was the subject of a November 2 NAEYC *Public Policy Alert* that said in part: "In the one year since CHAP failed to pass, two million Medicaid-eligible children have gone without care for vision and hearing impairments; three million without immunizations; another two million without needed treatment for anemia. . . . CHAP is needed to make EPSDT, the Early and Periodic Screening, Diagnosis and Treatment program, work." But somehow the strength for a final push to get the act passed has been missing for two years in a row.

Preschool handicapped in Head Start

Head Start continued to make progress in 1979. The program received special praise for enrolling 38,121 handicapped preschoolers in 1978, 13% of its total enrollment, well over the 10% required by law. One new thrust for 1979: the beginning of a three-year effort to recruit more multiply handicapped children. Another new development: *Exploring Parenthood,* a course of twenty 3-hour group sessions for Head Start parents, complete with films, records, booklets for parents and a leader's guide. One less good development: a cut in funds for Head Start in-service training staff.

The education of the preschool handicapped, financed by P.L. 94-142 and P.L. 91-230, continued to grow in 1979. One new development here: the publication by ACYF of a special series of manuals on the mainstreaming of handicapped children.[18]

Kindergartens around the nation

Kindergartens were the subject of legislation in several states. **Kentucky** raised the kindergarten entrance age from five by January 1 to five by September 1, but allowed parents of children born between September 1 and December 31 to apply for testing to determine whether their children were ready for school. In **Virginia,** where 28,000 fives are in half-day kindergartens and 35,000 in full-day groups, a House-Senate subcommittee recommended to the General Assembly that all schools offer only full-day sessions.

The recommendation was not accepted. The subcommittee also recommended a maximum kindergarten size of 21. In **Pennsylvania** and **Tennessee** legislation to make kindergartens mandatory was introduced but not passed — a loss not as great in Pennsylvania where only six out of 505 school districts were without kindergartens. **Pennsylvania** also began publication of "Kindergarten Confidential," a newsletter for teachers by the Educational Development Center of Millersville State College and the Early Childhood Division of the State Department of Education.

Virginia had a new newsletter, wryly titled *Another Newsletter*, aimed at the state's early childhood teacher educators, published by Jacki Vawter at Mary Washington College. And in **Mississippi** the Council on Children (P.O. Box 423, Booneville 38829) published its *Preschool Bulletin*, a newsletter for parents and teachers.

In **Washington** the Association for Educators of Personnel in Early Childhood Programs, WAEPECP (!), met with the State Board of Education to urge the establishment of "creditable early childhood certification procedures for persons teaching in educational programs for children from birth through age five" since none now exists. The **Hawaii** AEYC worked with its state officials on the upgrading of day care regulations, concentrating on smaller child-teacher ratios, higher qualifications for staff, and provisions for better nutrition.

Hopeful beginnings

On April 5, 1973, our spacecraft Pioneer II set out from Cape Kennedy for the planet Saturn — a five-year, 2-billion-mile journey at 71,000 miles per hour. On September 1 and 2, 1979, Pioneer II accomplished its mission, sending back to Earth amazing clear photos of Saturn and its moon Titan, a scientific achievement almost beyond belief. Probably 1979 should have been called the Solar System Year of the Planets, rather than the International Year of the Child.

Space investigations make two points clear: Advances take time, and they cost money. The same two lessons apply to the improvement of children's lot. The year 1980 is the beginning of a new decade, always a time of hope. 1980 is also a presidential election year, always a time when important people *say* good things about children and families. I will report in *A Look at 1980* on what actually happened — action or only lip service and thwarted hopes.

NOTES

1. The right to affection, love and understanding. The right to adequate nutrition and medical care. The right to free education. The right to full opportunity for play and recreation. The right to a name and nationality. The right to special care, if handicapped. The right to be among the first to receive relief in times of disaster. The right to learn to be a useful member of society and to develop individual abilities. The right to be brought up in a spirit of peace and universal brotherhood. The right to enjoy these rights regardless of race, color, sex, religion, nationality or social origin.
2. The articles are by T. Berry Brazelton, Dorothy Cohen, Marian Wright Edelman, Ira Gordon, Asa G. Hilliard III, James L. Hymes, Jr., Mary Dublin Keyserling, Edward Zigler, and Susan Hunsinger.
3. "How Healthy Are the Children of the World?" in *News of the World's Children,* June 1979. U.S. Committee for UNICEF, 331 East 38th St., New York, NY 10016.
4. Population Reference Bureau, Inc., 1337 Connecticut Ave., N.W., Washington, DC 20036.
5. U.S. Committee for UNICEF, *IYC Newsletter,* 331 E. 38th St., New York, NY 10016.
6. Children's Defense Fund, 1520 New Hampshire Ave. N.W., Washington, DC 20036.
7. *Report from Bank Street,* Spring 1979. 610 W. 112th St., New York, NY 10025.
8. Gwen Morgan in *Voice for Children,* Vol. 11, No. 6. DCCDCA, 805 15th St., N.W., Washington, DC 20005.
9. "Child Care in the 80s" by Roger Neugebauer in *Child Care Information Exchange,* 70 Oakley Rd., Belmont, MA 02178; and "Day Care in the Next Decade: 1980–1990" by Sandra Hofferth, *Journal of Marriage and the Family,* August 1979.
10. *Fertility of American Women: June 1978,* U.S. Bureau of the Census, Series P-20, No. 341. Superintendent of Documents, Government Printing Office, Washington, DC 20402.
11. "Hanna-Barbera: The Cartoonists Who Own Saturday Morning," by John Mariani. *Saturday Review,* November 24, 1979.
12. Kinder-Care, 4505 Executive Park Drive, Montgomery, AL 36103.
13. *Children at the Center: Summary Findings and Their Implications.* Abt Associates, Inc., 55 Wheeler St., Cambridge, MA 02138.
14. "Unwed Mothers in America," by Norman Cousins. *Saturday Review,* December 1979.
15. *Newsletter,* Center for Parent Education, 55 Chapel St., Newton, MA 02160.
16. *ECE Options,* 255 North Rd., #110, Chelmsford, MA 01824. Five issues.

17. *CDF Reports,* Children's Defense Fund, 1520 New Hampshire Ave., N.W., Washington, DC 20036.
18. DHEW Publicatios, NO. OHDS 31110, 31111, 31112, 31113, 31114, 31115, 31116, 31117—eight booklets discussing the orthopedically handicapped, hearing impaired, visually impaired, learning disabled, emotionally disturbed, mentally retarded, children with language difficulties, and health impairments. Single copies from ACYF, Head Start Bureau, P.O. Box 1182, Washington, DC 20013.

APPRECIATION

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EARLY CHILDHOOD EDUCATION
TWENTY YEARS IN REVIEW

A LOOK AT 1980

Head Start in the White House

No major advances in early childhood education were made in Washington in 1980 — no important new legislation, no significant new programs. Clearly the International Year of the Child was over. Recession, inflation, primaries, hostages held in Iran, and national elections took top billing. Young children were not often on the minds of federal policymakers.

One pleasant event did take place, however, and at the White House no less. The President issued very special invitations to a reception on March 12 "on the occasion of the 15th Anniversary of the Head Start Program." Lady Bird Johnson, Honorary Chairperson of Head Start at its birth in 1965, was the honored guest along with several hundred others including members of the original planning committee, parents and directors of present Head Start, *and* Pancho Mansera. Pancho was the "Head Start Child of the Year" in 1966, age five. Thanks to Head Start a thyroid problem previously undiagnosed was treated, changing a listless little boy to a lively, smiling youngster. Now 20 years old in 1980, Pancho was soon to enter a community college — truly a success story for Head Start.

In 1965 Jimmy Carter, head of a county planning board in Georgia, helped set up 20 Head Start classrooms. In 1980 President Jimmy Carter in the White House said: "Head Start is a great and well-named program which has become one of the beautiful things about the United States."

Some impressive figures were released. More than 7.5 million children have been in Head Start since 1965. In 1979, 387,500 boys and girls were enrolled in 9,200 centers, with a staff of 69,500 professionals and paraprofessionals, using the services of 109,000 volunteers. Handicapped children accounted for 41,399 or 11.9% of the total enrollment. Forty-two percent of Head Start youngsters were Black, 34% White, 19% of Hispanic background, 3.5% Native American, and 1.5% Asian.

Recommendations for the future

At the White House reception the President requested that "a blue ribbon panel of experts" be appointed to recommend directions for Head Start in the 1980s. The panel, chaired by Edward Zigler, issued its report in November and told some bad news. Because of inflation, Head Start class size — originally set at 15 with one teacher, one aide, and volunteers — had risen to an average of 20 to 21. This whopping increase was especially disturbing because of the rise in enrollment of both four-year-olds and the handicapped — changes which should call for *reduced*, not enlarged, class size.

The panel also found that inflation had caused a cutback in the hours and months of operation of some programs, and contributed to a high turnover of staff. In 1979 only 13% of Head Start teachers held a bachelor's degree with a major in early childhood education, and only 12% had a Child Development Associate credential. One-third of Head Start directors and about one-fifth of the teaching staff leave annually. An obvious reason: In 1979 Head Start teachers were paid an average salary of $6,865, which the panel termed "disgracefully low."

The panel called for a steady 2% annual expansion of Head Start (which in 1980 served only 20% of eligible children). It also recommended additional Parent and Child Centers (reaching younger children), and added Child and Family Resource Programs. Since 1970 Congress has regularly increased the Head Start budget, a tribute to the program's popularity. At year's end 1980 it voted a sizeable increase to $820 million, a welcome boost but, given inflation, one geared more to holding the line than to charging ahead. And — a cause for concern — the budget will be reexamined in July 1981 and by a more conservative Congress.[1]

The Conferences on Families

Another White House event made headlines in 1980, even though it did not take place at 1600 Pennsylvania Avenue. The White House Conference on Families finally came off. Dreamed up by President

Carter in 1976, postponed from 1979 to 1980 because of early administrative snafus, the meetings were held in Baltimore and Minneapolis in June, in Los Angeles in July. The goal of the conferences, in the words of Jim Guy Tucker, national director of the meetings, was "to produce not pablum nor anything very revolutionary, but some good solid recommendations in those areas where everyone can agree, aiming to force policy-makers in government and industry to think about family life."

Real-life families often express emotions freely and forcefully. The three Conferences on Families were true to their model. In real-life families, however, feelings of love and trust surround the expression of emotion. The air at the conferences was different. Columnist Ellen Goodman described it this way: "The Conference on Families is feuding in a way that makes the Hatfields and McCoys seem like kissing cousins."

Battles took place in the state conventions where some of the delegates were chosen. (In Idaho no state convention was held because of the underlying tensions.) Battles took place in state capitols where other delegates were appointed. (In Alabama the governor's wife insisted on pulling the state out of the conference "because it was not in accord with Judeo-Christian values.") At each of the conferences some delegates marched out in anger, usually to return in time to vote. The divisive issues were abortion, ERA, and gay rights, but there also were undercurrents of racial and religious antagonisms . . . as in any happy, healthy family (!).

More recommendations

Despite the conflicts the Conference on Families was able to present to the President 20 recommendations that had been endorsed by more than 90% of the delegates. Recommendation number one, approved by 93%, called for more family-oriented employment practices such as flexible work schedules and leave policies, job sharing and more part-time jobs, plus more child care services. The recommendations, with the President's blessing, went on to the Office for Families in the Department of Health and Human Services. By dint of great skill in coping with the divisive issues, by dint of great patience in striving for consensus, the Conference on Families was saved from becoming the fiasco it seemed doomed to be. Greater skill and patience may be needed if its recommendations are ever to have an impact.

New rules for child care funding and standards

The fate of unfinished business passed on by an outgoing to an incoming administration is always chancy — a worrisome matter when the "business" is of great importance. One such hangover was the ultimate fate of the long-awaited revision of federal day care regulations.

In March 1980 HEW finally adopted a new set of standards and set October 1 as the date for their implementation. The new regulations replace the Federal Interagency Day Care Requirements, which had been established in 1969 and then put in deep-freeze in 1975 when Congress added child care programs to the Social Security Act. The new rules apply to day care funded through Title XX, Title IV-B (child welfare services) and Title IV-A (Work Incentive Program), affecting 900,000 children. They are the outgrowth of years of public hearings, and countless meetings with public and private child care providers, as well as the $8 million spent on the four-year National Day Care Study.

HEW's adoption of the new rules should have ended the seemingly interminable argument between those wanting tougher federal standards and those resisting federal regulation. The adoption, however, simply fired up the controversy anew. Typical of one position: Representatives of Concerned Parents of Arizona, a group of working mothers, flew to Washington to lobby against the very staffing standards which were designed to protect their children. Typical of an opposite point of view: the charge by William Pierce of the Child Welfare League of America that "the new regulations are, in fact, a step backward in quality and protection. The screams of outrage from parents are the result of prodding by profit-making centers who don't want to meet even the standards of bare custodial care."

The new regulations cover health, safety, the physical environment, parent involvement, social and nutritional services, staffing, and training. There was dissatisfaction with the requirements (or almost lack of them) for training; but the standards for group size and adult-child ratios, the most cost-sensitive issues, were the touchy points. The new regulations call for a 1 to 3 adult-child ratio with groups no larger than six for children under age two; for two-year-olds a 1 to 4 ratio with a maximum group size of 12; and for the whole three to six age range one standard of 1 to 8 with top class size of 16.

A coalition of 30 organizations concerned with child care endorsed the regulations. Edward Zigler, who was head of HEW's Office of Child Development when the original Federal Interagency Day Care Requirements were established, now Professor of Psychology at Yale, expressed their general point of view: "The 1980 standards are not perfect. They do not represent the ideal for which all day care services should strive. But they do represent a solid floor of quality."

Arguments over the strength of weakness of the rules became academic, however, because Congress had the last word. Siding with those who claimed the new rules would make day care too expensive, it prohibited the Department of Health and Human Services (formerly HEW) from spending any money to implement its new rules. The 1980 status after 12 years of effort: The new rules, improvement or not, demanding enough or not, are in effect, *but* no one has to adhere to them.

Reprieve for CDA program

A second nasty hangover was averted in the final days of the year when the future of the Child Development Associate program was resolved. Created in 1972, the program had been funded through the Administration for Children, Youth and Families. Each year without question grants were awarded to the Child Development Associate Consortium, a nonprofit organization, managers of the program until midyear 1979. Then — a surprise and a blow to the consortium — funds were not renewed.

Government auditors claimed that the consortium had been careless in its bookkeeping; that there was a possibility of misuse of funds and a possibility of conflict of interest involving members of the consortium board; and that, in any event, the consortium should no longer be the sole bidder for the management contract.[2]

The consortium board, made up of representatives of professional organizations concerned with young children, denied the charges of financial misdeeds, and claimed credit for a difficult job well done. It cited its development of an innovative performance-based training program; the credentialing of 6,000 workers for Head Start and child care; the involvement of 350 institutions in training and assessment; and the acceptance by 19 states of the CDA credential as part of their certification process.

While charge and counterclaim went on, federal funds for the consortium were not renewed except for a brief period — April through June 1980 — to allow candidates nearing completion to bring their papers up to date. Seven thousand other child care workers, on their way toward a credential, were left unsure of their status, as were the 350 institutions. Head Start and child care centers sorely in need of staff with training anxiously awaited a solution. It had been widely hoped that an announcement would be made on November 21, CDA Day in San Francisco at the NAEYC meeting, but no word of new funding for the consortium or funding for a new manager of the program came through.

The day was saved in late December with an announcement that Bank Street College of Education had been awarded a three-year contract to head a CDA National Office. Bank Street announced its intentions to establish a Washington office, to employ some consortium staff to ensure continuity, and to invite representatives of national organizations to serve on a Project Policy Board. Granted $1.6 million for the first year, Bank Street was charged with completing 3,000 candidate assessments in the first twelve months, and with developing credentials for home visitors, family day care providers, workers in infant day care and in programs making provision for the handicapped, to go with the credential for workers in child care centers.

Birth rate and preschool enrollment

A boom in early childhood education is in the cards if 1980 population forecasts hold true. The number of children five and under reached a peak of 20 million in 1960. By 1970 the number had dropped to 17.2 million; by 1978 it was down to 15.3 million. In 1980, however, the Office of Human Development Services predicted a dramatic reversal of this trend. It estimated that the number of fives-and-under would zoom up by 1990 to the 1960 level of 20 million, obviously a prophecy with important implications for the demand for teachers and the need for programs.

In 1978 the birth rate increased slightly, about 3%. There was also a decline in infant mortality from 13.6 per 1,000 live births to 13.0. The main support for the OHDS prediction, however, was simply the large numbers in the "baby boom" following World War II, now having babies of their own.

Similar predictions of a dramatic rise in the number of threes, fours, and fives in groups came from the National Center for Education Statistics. It estimated a 43% increase from 1979 to 1989. It anticipated the largest increases in three-year-old attendance (a 71% rise) and in four-year-olds (up 51%). These optimistic forecasts were also not based on any major change in the present low fertility rate but on the increase in the number of young adults *plus* one additional factor: the steady rate at which preschool enrollment has been growing. In 1965 the overall total of three- to five-year-olds in school was under 30%. In 1978 25.1% of threes, 43.4% of fours, and 82.1% of fives were in preprimary groups, an overall total of 50.3%.

Programs for fours

Four-year-olds may turn out to be the "wild card" which could upset the National Center for Education Statistics' figures. If some 1980 developments affecting disadvantaged fours and "just plain" fours spread, the forecast of a 51% increase in four-year-olds in school could turn out to far undershoot the mark.

In 1980 the **Maryland** General Assembly appropriated $2 million to enable 34 schools to serve 1,300 four-year-olds identified as having "a high potential for school failure." In so doing, Maryland joined **California,** which has a state-supported preschool program for disadvantaged children, and **New York** with its experimental prekindergartens for threes and fours from disadvantaged areas.

Maryland's experience with public programs for fours goes back to 1962 when Baltimore inaugurated its Early School Admissions Program, prior to Head Start. Its latest action was spurred by research conducted for the state by Leon A. Rosenberg of The Johns Hopkins School of Medicine. Rosenberg studied 2,000 children in federally funded programs in Maryland from their four-year-old groups through third grade. His conclusion: "There is impressive evidence of the positive effects prekindergarten education can have" on children with a high risk of future learning problems.[8]

In 1980 the Maryland State Department of Education also set a target for the decade ahead: "The expansion of prekindergarten opportunities so that a half-day, publicly supported educational program is available on an optional basis to every four-year-old in the state." **Oklahoma** moved in exactly this direction. In 1980 it began funding public four-year-old programs with no poverty or learning-disability prerequisites — to enter a child need only be four years of age on or before September 2. The Oklahoma program for fours began with 10 school districts. It set maximum class size at 20 with 2 adults; called for an early childhood certified head teacher; and provided for four two-and-a-half-hour days for children with the fifth day reserved for working with parents.[4]

In 1980 also: One more school district in **Pennsylvania** began groups for four-year-olds, making it the sixth in that state to serve the age with state and local funds. And **Portland, Oregon** established seven prekindergarten programs in its city schools.

An organization born in 1980 threw its weight especially behind the movement for public education for economically disadvantaged four-year-olds. Ideas are contagious, however, and all fours will benefit. The new organization: The Center for the study of Public Policies for Young Children, a part of High/Scope Educational Research Foundation in Ypsilanti, Michigan, funded by the Carnegie Corporation of New York. The goal of the center is "to communicate clearly with federal and state policy-makers about the implications of research findings for policies affecting young children." One of its first activities was to circulate an article by High/Scope President David P. Weikart, "Reopening the Case for Public Preschool Education." Weikart's conclusions about disadvantaged children: "Public investment in preschool education is a wise and economically sound policy," and specifically, "In my judgment the public is being negligent in not expanding National Head Start throughout the country to all disadvantaged children."[5]

And baby makes . . . four

The birth of one 1980 baby added little to any "baby boom" but created unusual interest: a healthy 8-pound 6-ounce boy born in November in Louisville, Kentucky. The youngster was unexceptional in every way except . . . he was delivered by a surrogate mother. A couple, childless because the wife was unable to conceive, paid the surrogate mother to have a child using the husband's sperm. The couple, *and* the surrogate mother, *and* the baby reportedly were all happy and doing well.

A closing of an era

Teacher education and child development research lost a venerable resource in 1980 when, in August, Detroit's famous Merrill-Palmer Institute closed its doors. The institute had operated at a deficit for 15 years, forced to dip continuously into endowment funds and to rely heavily on large gifts, which became increasingly hard to obtain. The financial crisis was further complicated by conflicts between faculty and Francis H. Palmer, newly appointed president (1978), who resigned at the request of the Board in February 1980. Arrangements were made with neighboring Wayne State University to carry on some Merrill-Palmer activities: housing the institute's libraries, publishing the *Merrill-Palmer Quarterly*, storing transcripts and student records, and using the Merrill-Palmer buildings "for programs compatible with the history of the Institute."

Merrill-Palmer began its work in 1920 as the School of Motherhood and Home Training. Its nursery school, one of the first in the country, was started in January 1922, setting an example soon followed by many Home Economics departments in land grant colleges throughout the country. The school also led to the first nursery school in a high school for students of homemaking, at Highland Park, Michigan, in 1924. One of Merrill-Palmer's innovative services, and a source of its wide influence in the United States and abroad, was its one-year program, usually the junior year, for students from land grant colleges that did not have the specialized staff and nursery school resources available at the institute.

Edna Noble White, Merrill-Palmer's first and longtime president (1917–47), was one of the founders of the National Association for Nursery Education (today's NAEYC) and the first chairman of the (now defunct) National Council of Parent Education. During the depression years she was chairman of the National Advisory Committee for the Federal Emergency Relief Administration nursery schools, and during World War II was active in the federal child care program. Many well-known early childhood specialists were on the Merrill-Palmer staff through the years, including **Marian E. Breckenridge, Mary Gutteridge, Dorothy Haupt, Clark Moustakas, D. Keith Osborn, Winifred Rand, Marjorie Sanger, Irving Sigel, Russell Smart, Mary E. Sweeney, E. Lee Vincent**, and **Helen Thompson Woolley**. Textbooks by the faculty became standbys.

Two examples: *Growth and Development of the Young Child* (1930) by Rand, Sweeney, and Vincent; and *Child Development* (1943) by Breckenridge and Vincent. It was also at the institute that the Merrill-Palmer test for measuring preschool intelligence, widely used in the '30s and '40s, was developed.

Changes in personnel

In 1980, in the bureaucracy: **Henlay A. Foster** replaced James L. Robinson as national director of Head Start. **John A. Calhoun** was confirmed as commissioner of the Administration for Children, Youth and Families. ACYF was also given responsibility, in addition to its other duties, for Title XX day care programs. **Marie Oser** was named executive director of the 1981 White House Conference on Children and Youth.

In nongovernmental circles: **Lucy Prete Martin** was named editor of *Childhood Education,* filling the vacancy left by the departure in 1978 of Monroe Cohen. **Ann Sartin Windle,** first full-time director of SACUS, Southern Association on Children Under Six, appointed in 1978, resigned; **Jane Alexander** was named temporary replacement during the search for a permanent director.

One organization, the Coalition for Children and Youth, ended its days, the victim of "the rapid escalation of operating costs as a result of the severe inflation." CCY's newsletter, *Focus on Children and Youth* will be missed.

Two associations changed their names, DCCDCA, the Day Care and Child Development Council of America, simplified down to the Day Care Council of America. The council also moved to a new address (711 14th St., N.W., Suite 507, Washington, DC 20005); adopted the Human Science Press magazine, *Day Care and Early Education,* as its official professional journal while continuing its newsletter, *Voice for Children;* and stopped publication of *The Family Day Care Provider.*

The second change: The Association for the Care of Children in Hospitals (ACCH) at its meeting in Dallas in June became the Association for Care of Children's Health (ACCH). It also adopted "Child Life" as the term to describe the profession of child development specialists working with youngers in hospitals and clinics.

OMEP, *Organisation Mondiale Pour l'Education Prescolaire,* the World Organization for Preschool Education, held its 16th

World Assembly in Quebec City, Canada, July 28 – August 2, 1980. Early childhood workers from 38 countries attended, including 91 from the United States. The theme of the World Assembly: "The Young Child — A Full-Fledged Citizen?" Mme. Madeleine Goutard of France was elected world president; **Evangeline Ward** of Temple University was elected to the World Executive Committee and later, in San Francisco — and for the third time — elected president of the U.S. National Committee, replacing Lilian Katz who resigned.

Other OMEP news: In New York **Alva Myrdal** of Sweden, cofounder of OMEP in 1948 with Lady Allen of Hurtwood, was awarded the first Albert Einstein Peace Prize, $50,000, for her work "on behalf of social justice, women's rights, peace and disarmament." **Lynn Jasik,** formerly of Queens College, now living in Israel, was elected vice-president for OMEP's Middle East Region. And members of the U.S. National Committee received Vol. 1, No. 1 of *OMEP News,* four pages, to be published twice a year.

Newsletters for early childhood professionals and parents

One sign of vitality in early childhood education was the number of newsletters born in 1980. *Keys to Early Childhood Education,* a monthly for administrators and teachers edited by David P. Weikart, centers on ideas from the High/Scope cognitively oriented curriculum (Capitol Publications, 2430 Pennsylvania Ave., N.W., Washington, DC 20037).

First Teacher, a monthly tabloid-style publication, and a companion piece, *First Teacher for Parents,* offer suggestions on preschool activities and childrearing practices from the Teachers' Center of Fairfield University, Connecticut. (Available from P.O. Box 13081, Fort Lee, NJ 07024).

Why Children's Books? is a brief newsletter for parents produced by those experienced specialists in children's literature, Horn Book, Park Square Bldg., Boston, MA 02116. The newsletter is designed to be distributed to parents by schools.

Nurturing News: A Forum for Men in the Lives of Children was begun in 1979 (and we missed it). Eight pages, edited by David L. Giveans of San Francisco. *Nurturing News* aims to support the role of males in preschool groups and at home. (Four issues, 187 Caselli Ave., San Francisco, CA 94114).

The California Association for the Education of Young Children began publication of *Public Policy Bulletin*, dates of issue to be determined by state and national events affecting the under-six age. (CAEYC Public Policy Committee, 11959 Gorham Ave., Los Angeles, CA 90049). Serving the same purpose for its state and for the national scene, the Children's Council of Northwest Louisiana began publication of a similar *Newsletter* (Children's Council, P.O. Box 4943, Shreveport, LA 71104).

Happy events

Anniversaries are always happy times in a year. One such event, truly worth celebrating, was the 25th anniversary of the development of a safe, effective vaccine against polio — by Dr. Jonas Salk, then at the University of Pittsburgh, with funds provided by the March of Dimes. In the years immediately preceding the Salk vaccine an average of 39,000 cases a year of the frightening, crippling and killing disease were regularly counted. The importance of the vaccine was made clear by newspaper headlines on April 12, 1955: "IT WORKS!" In a 1980 interview at the Salk Institute for Biological Studies at LaJolla, California, Jonas Salk recalled the feelings of parents in 1955: "There was suddenly a release from the great fear and dread that occurred each summer."

Hampton Institute celebrated the 50th anniversary of its nursery school. Hampton and Spelman College both opened nursery schools in 1930, the first Black laboratory nursery schools in the country. At the Hampton party three faculty were honored for their contributions to the education of young children: Ida Jones Curry, Eva C. Mitchell, Alice M. Powell.

A much older event was also marked in 1980, the 200th birthday of Sunday schools. Sunday schools were born in 1780 in Gloucester, England, the brainchild of Robert Raikes, editor of the local newspaper. Their original purpose was to provide the first academic schooling for the children of Gloucester, forced to work long hours six days a week in factories. Sunday schools in 1980 are concerned with religious rather than academic education but still provide many children with their first schooling, albeit a totally different kind of child population from the child laborers of the Industrial Revolution. In Sunday school hundreds of thousands of preschool children have their first experiences in a group and responding to a teacher, an often overlooked but important part of early childhood education.

Not on the same level of significance but nice to know: Charlie Brown was 30 years old in 1980, along with Lucy, Snoopy, Schroeder, Linus *and* his security blanket. Someone of them said: "Good grief!" (If you have wondered: Sally, Peppermint Patty, Woodstock, *et al*. are newcomers, not quite that old.)

Farewell to some great friends of children

Death took, in 1980 as always, a number of influential early childhood specialists, including: **Ruth Andrus,** 94, President 1935–37 of the National Association for Nursery Education (now NAEYC). From 1928 to 1955, in New York, Dr. Andrus was Chief of the first Bureau of Child Development and Parent Education in a state department of education. She pioneered in the licensing of nursery schools, in parent education, in state credentialing for early childhood teachers. **Jean Piaget,** 84, Professor of Child Psychology at the University of Geneva 1929 to 1971, and director from 1955 until his death of the International Center for Genetic Epistemology. Persistent observer of children's behavior, Piaget's writings about the stages of growth and the child's need for time and for firsthand experiences began in the 1920s. His first book in the United States: *The Language and Thought of the Child* (1926).

Three educators who had been especially active in ACEI died in 1980: **Neith E. Headley,** author of the widely used *Education in the Kindergarten,* long on the faculty of the University of Minnesota. From 1967 to 1979, following her retirement, she worked at ACEI headquarters in Washington, initially as a fellow and then as a full-time volunteer. **Mamie W. Heinz,** teacher of young children in Atlanta for 36 years; first president of Atlanta's ACEI branch and later Georgia state president; associate secretary of ACEI in Washington from 1947 to 1947 and 1950 to 1954. **Dell C. Kjer,** still young but an important contributor, president of the Association for Childhood Education International 1965–67, Professor of Early Childhood at Towson State University from 1965 until his death.

Parent education on TV

Help for parents via TV increased in 1980 and in new, useful ways. "Look at Me," seven half-hour episodes on public television, featured Phil Donahue, popular commercial TV talk-show host. Donahue's lines were so well-written many viewers must have thought of him as "Dr." Donahue, that well-known child development "pro." His thoughtful mien, plus excellent dramatizations and documentary shots of parents and children, made "Look at Me" a solid success. One important note: The showing of the program was preceded by a massive publicity campaign. Over 200,000 excellent viewer's guides were distributed to early childhood educators, family life professionals, pediatricians. "Look at Me" was financed in part by the Bush Foundation, the viewer's guide by the First Alert Division of the Pittway Corporation.[6]

"Mister Rogers" broke new ground, presenting two week-long "theme" programs. Five daily telecasts for children centered on superheroes, and on the problems of going to school. Each five culminated in hour-long nationwide programs for parents on the same themes. Mr. Rogers was assisted by Ellen Galinsky of Bank Street in coping with the parents' questions. Plans were under way for three additional programs in 1981 following the same format, five telecasts for children followed by hour-long specials for parents on divorce, competition, and children's need for play.

Announcement was also made in 1980 of the availability of films and videotapes of the 30 half-hour programs of "Footsteps," the outstanding childrearing series first telecast in 1979.[7] Although more costly than one might wish — $250 for rental of the series, $3,000 for purchase — "Footsteps" (and all good TV materials) can be used over and over in college classes and with parent and teacher groups. Sound materials for parents on TV, in addition to reaching millions in initial and repeat showings on the air, become a lasting resource.

Apart from TV developments, there were other items of good news about parenting. The Education Development Center began distribution of *Starting a Healthy Family*, curriculum materials on adolescent sexuality for teen-agers *and* for their parents, designed to be used both by schools and by community groups. *Starting a Healthy Family* is one effort to cope with what has been called "our epidemic of 'child' mothers," one-half of the over one million teen-agers who become pregnant each year. Field-tested for three years with parents and with young people, the curriculum materials were financed by the National Foundation/March of Dimes and by the W.K. Kellogg Foundation.[8]

On unusual approach to getting messages over to parents (and to anyone working with young children) was developed by the Extension Division of the U.S. Department of Agriculture. Twelve "Teach-A-Minute" posters, 22″ × 28″ in three colors, each carry a brief, simple suggestion on how to deal effectively with children.[9]

Campaign for affordable, quality child care

The National Campaign for Child Day Care for Working Families was born in 1980, the latest in the long effort to mobilize support stretching as far back as 1957 and the formation then of the National Committee for the Day Care of Children. The new national campaign was distinguished by bringing together both center and family day care providers, and for-profit and not-for-profit providers. Organized in January in Kansas City, the campaign met in June in Washington and in November at NAEYC's annual conference in San Francisco. One outcome of the meetings was a platform statement stressing points of agreement among members of the campaign; another, the selection of an interim steering committee to serve until June 1981.[10]

Supporting the position that day care is now a necessity for America's economy, the platform cited 1979 figures showing that 43.2% of mothers of children under six are in the labor force, and carried the prediction that by 1990 the number would rise to 66%.

One key point of agreement: "Quality child day care must be available for all working parents who need it and want it, at a price they can afford. American parents do not want free, government-run child day care for all, regardless of income. They want to pay what they can afford for day care which they select for themselves and control as consumers." Recognizing that the only quality most parents can afford is exceedingly low quality, the campaign supported the idea "of a partial government subsidy, on a sliding scale based on income."

One western, industrialized country issued a report in 1980 describing a different emphasis. *Working Life in Sweden* (No. 15) set forth the principle that "every child has the right to a place in a day care center and in an after-school playground, and it is the duty of the national and local government to provide these facilities." The report told that in Sweden 89% of the cost of day care is borne by the public sector and 11% covered by parents' fees. "The financial deficit for the community is thus considerable, but the cost of day care should be viewed as investment cost with future returns, and not as sunk cost."[11]

Some of the problems facing the National Campaign and others concerned with top-quality day care were indicated by various 1980 reports. The Child Welfare League of America, in its 15th annual survey of salaries in child welfare, found that child care workers were at the bottom of the pay scale. The Dictionary of Occupational Titles, a Department of Labor publication which classifies 20,000 occupations in terms of skill and complexity, gave child care workers the same skill status as restroom attendants, porters, and dog groomers. And a study of 95 child care workers in San Francisco, investigating "burnout," found that long hours, low pay, lack of benefits, and lack of job security left workers dissatisfied and frustrated.[12]

State licensing requirements for child health and safety

One issue that first surfaced in 1978 and 1979 continued to bubble up throughout this year, the effort by some church-related nursery schools and child care centers to be exempt from state licensing. The question was fought out in two courtrooms. The U.S. Supreme Court refused to hear the appeal of 11 **North Carolina** church centers that had been forced to close by a lower court because they were unwilling to obtain state licenses. The lower court's ruling was allowed to stand — that the health and safety of children took precedence over the First Amendment claim of separation of church and state.

In **Virginia**, the dismissal by a federal district judge of a suit challenging the constitutionality of a state law exempting church-sponsored centers from licensing was appealed to the U.S. Federal District Court of Appeal. A decision was expected in mid-1981. The

Virginia Association for Early Childhood Education was one of a coalition supporting the appeal.

The exemption issue was also fought, successfully, in two legislatures. In **Alabama** intensive lobbying efforts for deregulation from state standards by conservative church groups were turned back. So, too, in **California** where a bill exempting church centers was defeated in committee. The defeat was achieved in part because of the opposition of the Church Related Nursery School Fellowship, which made it clear: Not all churches wish to be freed of regulation.

Kindergarten highlights

Kindergartens were in the news of several states. KAM — Kindergarten Awareness in Mississippi — was busy informing the public about the importance of kindergartens, telling what other states have accomplished, and confronting **Mississippi** with the present status of its five-year-olds. It is the only state not providing any state aid for kindergartens.

Florida kindergartens should benefit from PREP, the state's new Primary Education Program. In Dade County, 1980 funds through PREP were used to reduce kindergarten and first grade class size to 23.5.

KAM in Mississippi, PREP in Florida, and **Kentucky** had Project KIK, Kentucky's Individualized Kindergartens. An activity of the State Department of Education, KIK's goal is to help kindergarten teachers identify children who are at risk. In 1980 KIK established 12 model classrooms for handicapped fives, to generate innovative practices to help the children and their parents.

Kentucky raised the entrance age to kindergarten, requiring children to be five by October 1. The law, however, made an interesting exception: Children who had completed nursery school were allowed to enter with birthdays as late as December 31.

The pros and cons of full-day versus half-day kindergartens received attention in several states. Studies were completed in **Pennsylvania** and **Maryland**, both revealing advantages in full-day schooling.[13] One reason for looking into the question: the increasing transportation costs for half-day programs.

In **Virginia**, a committee of the General Assembly recommended that "all school divisions provide full-day kindergarten programs by the 1984–85 school year." The committee also recommended "a maximum class size of 18–20 with one classroom teacher, with 40 as the maximum in double-shift programs" and stated: "A fulltime aide is essential in double-shift programs." These were all "recommendations," however — not laws passed.

New York completed in June a five-year evaluation of its experimental prekindergartens, with the report due in mid-1981. The program was begun in 1966. State funding has ranged from $5 million the first year to a high of $10.6 million. The number of school districts involved has grown from 35 to 49, the number of families from 5,000 to 8,500. One unusual feature of the evaluation: It includes many case studies of children, and narrative descriptions of one principal, one particular school, and of a school district. The conviction was that these "in-depth studies" would prove as revealing as the standardized tests which are usually relied on exclusively in evaluations.

Both good news and bad

The bad news first: In **Oregon** "incredibly large shortfalls" in state revenues forced cutbacks, including drastic reductions in state staff for monitoring and helping child care centers. In **Kansas** a new law lowered standards by requiring that day care homes not receiving state or federal monies need only be registered, but not licensed. And one especially sad bit of news came from the Council for Exceptional Children. CEC reported a slowdown in the hitherto fast-developing field of education for the preschool handicapped. P.L. 94–142 mandates education for all youngsters from 3 to 21, unless state law conflicts. CEC reported that, despite early gains in which some states expanded policies to cover the preschool handicapped, more recently have narrowed policies. Some states also have changed from mandatory to "permissive" policies for services to the preschool handicapped, a weaseling very apt to limit services.

Much good news also came through, however. Thanks to P.L. 94–142 **Hawaii** opened its first public school preschools for handicapped children, 34 serving 217 youngsters. The state also voted $79,000 — no huge sum but a beginning — to support under-six and school-age child care services. **California** approved $26 million additional for its state-supported child care centers, a victory called by the California Children's Lobby "the most exciting legislation in the country." **Wisconsin** was pleased with the adoption of state standards licensing day care centers, as was **Pennsylvania** with its new law requiring registration of all family day care homes.

Improvement in early childhood teacher training was noted in several states. **Texas** expressed satisfaction with its new certificate for teachers of young children (3–8), as did **Kansas** with its new early childhood/special education training programs. In **Oregon** the number of four-year colleges offering early childhood majors has grown to 10. In **Alabama** "rigorous new standards" for the preparation of early childhood teachers were reported, including the requirement of a master's degree within eight years after receiving the bachelor's degree. In the **State of Washington** WAEPECP — those strange initials! — the Washington Association for Educators of Personnel in Early Childhood Programs met with the state board of education. This was an opportunity to present the argument that "early childhood personnel must evidence qualifications and training different from their counterparts working with older children." WAEPECP also issued a position paper describing the status of training, licensing, and certification in Washington, with an appendix showing the nationwide requirements for early childhood certification.[14]

One startling news item, certainly more bad news than good: The Population Reference Bureau reported that the direct, out-of-pocket expenses for a middle-income family for raising a child from conception, at home for 18 years, and through four years at a public university came to $85,000 — a new high.

And an item worth keeping in mind amid talk of "child care that must be affordable": The National Center for Education Statistics reported that tuition at public and private undergraduate colleges rose an average of 12% in 1980.

The bleak, dreary, and hurtful conditions of living for too many young children were spotlighted in the April 1980 Report to the President by the U.S. National Commission on the International Year of the Child. Stressing that no family should be required to live below the federal poverty line, the commission reported that nevertheless one in six of all American children was poor in any given year. It went on with a litany of other disturbing facts, among them that 10 million American youngsters have never seen a dentist.[15]

The commission also called attention to the half-million teen-agers who become mothers each year, and to the sharp rise in one-parent families, up 79% since 1970. One-parent families headed by women were found to be three times more likely to be poor than two-parent families.

One other sad fact: Over one million children are abused or neglected each year. Studies indicated that child abuse was most likely to occur when parents were under economic stress, when they were isolated from help, when the mother shouldered most of the burden for child care, and when the parents themselves had been victims of child abuse in their own growing up.

Bleak forecast by environmentalists

Like so many other publications, commissions, and conferences, the International Year of the Child report called for more and better child care services, for flexible work conditions that eased the problems of child care, and for more and better nutrition programs.

Bleak and dreary as 1980 living was for some, the world that all of today's young children may face in the future was painted in even darker hues by *Global 2000*. *Global 2000* was a look ahead by the U.S. State Department and the Council on Environmental Quality. It predicted a world population increase of 55%, along with worsening deforestation, air pollution, and soil erosion. Its forecast: "The quantity of food available to the poorest groups, especially in the Mid-east, Africa and Asia, will simply be insufficient to permit children to reach normal body weight and intelligence."

A UNICEF report on 1980 sounded as if the year 2000 had already come: "The biggest single enemy of the child in the developing world is malnutrition. At any given moment 10 million children are in its grip, and a further 200 million are inadequately fed."

Such grim facts about today and tomorrow were added to worries about the impact of a conservative U.S. Congress and President on children's services. As a new administration got ready to take command, committed to cutting taxes and "getting government off the backs of people," certain key children's programs seemed very vulnerable: Head Start, Title XX, child care regulations, health and nutrition programs, and efforts to cope with child abuse. Wilson Riles, California State Superintendent of Instruction in 1980 and when the president-elect was California's governor, offered some comfort. He reminded the NAEYC Conference that Governor Reagan had agreed to sign the California Early Childhood Education bill even when it included state aid for four-year-olds. (When the bill finally passed the legislature, somehow fours had mysteriously dropped out of the picture.)

Whether one waited with a slight sense of comfort, or with bated breath but open mind, or with anxiety, 1981 promised to be a year of change, for better or worse, for children and families. I will report in *A Look at 1981* on whether the hopes or fears were justified.

NOTES

1. A full account of Head Start's 1980 status is given in *Head Start: A Child Development Program Touching Children, Reaching Families*. DHHS Pub. No. (OHDS) 80-31092. Department of Health and Human Services, Washington, DC 20201. The report of the panel's recommendations on Head Start is available from the Publications Unit, Head Start, P.O. Box 1182, Washington, DC 20013.
2. *Child Protection Report*, Vol. 6, No. 11, June 2, 1980 (1301 20th St., N.W., Washington, DC 20036) details all the criticisms of CDAC.
3. See "Four Year Olds in School?" by Leon A. Rosenberg. *Today's Education*, September–October 1979; and *Early Childhood Education: An Investment in People*, State Department of Education, 200 W. Baltimore St., Baltimore, MD 21201.
4. "Early Child Educational Standards Set," by Ramona Emmons. *Oklahoma Educator*, September 1980.
5. Center for the Study of Public Policies for Young Children, 600 N. River St., Ypsilanti, MI 48197.
6. If you were missed in the advance distribution, copies of the viewer's guide for *Look at Me* are available from Prime Time School Television, 120 S. La Salle St., Chicago, IL 60603.
7. National AudioVisual Center, National Archives and Records Service, General Services Administration, Reference Section, Washington, DC 20409.
8. Education Development Center, 55 Chapel St., Newton, MA 02160.
9. Available from Stella Fahonchik, Financial Officer, Administration Bldg., Cook College, P.O. Box 231, New Brunswick, NJ 08903.
10. Chairperson John E. Kyle, 600 N. River St., Ypsilanti, MI 48197.
11. *Women and Work in Sweden*, by Siv Gustafsson, Swedish Information Service, 825 Third Ave., New York, NY 10022.
12. "Who's Minding the Child Care Workers? A Look at Staff Burnout." Child Care Staff Education Project, 384 63rd St., Oakland, CA 94618.
13. "A Comparison of Half-Day and Full-Day Kindergarten Classes on the Academic Achievement of Kindergarten Children," by Eugene P. Ad-

cock, Judith Hess, and Elayne R. Mitchell. Baltimore: State Department of Education, 1980. And "Comparison of Full-Day and Half-Day Kindergartens in Keystone Central School District." Project Follow Through, 110 E. Bald Eagle St., Lock Haven, PA 17745.

14. Available from Dr. Roberta Bouverat, School of Education, Western Washington University, Bellingham, WA 98225.
15. A sad fact in light of this report: The Senate once again failed to pass CHAP, the Child Health Assurance Program, despite its passage by the House and despite a strong effort led by the Children's Defense Fund to mobilize support on November 12, 1980, designated as Child Health Action Day. Supporters of CHAP felt: "It's now or never" . . . and seemingly it may be never.

APPRECIATION

Each year many people help with this report by providing information and by confirming or correcting my information. For *A Look at 1980* the following have my deep thanks: Roberta Bouverat, Bertha D. Campbell, Milly Cowles, Alma David, Mildred Dickerson, Stephanie Feeney, Jeanne M. Gilley, Elizabeth M. Goetz, Trudy Hamby, Judith Herr, William H. Isler, Beth Lamb, Elayne R. Mitchell, D. Keith Osborn, Sherrill Richarz, Velma Schmidt, Lois Meek Stolz, Sarah S. VanCamp, Paul VanderMeer, Kay Wright, Mary Elizabeth York.

EARLY CHILDHOOD EDUCATION TWENTY YEARS IN REVIEW

A LOOK AT 1981

Minor miracles for Head Start

The Reagan administration came to Washington in 1981 determined to cut taxes, cut government regulations, increase military spending, and turn back to states, cities, and private enterprise and charity as many social services as possible. These plans boded little good for federally aided early childhood programs. Somehow, however, some minor miracles took place on Pennsylvania Avenue.

One program, Head Start, thought to be a sitting duck, came through at least the first Reagan year relatively unscathed. It had the distinction of being included in the President's "social safety net," one of seven sacrosanct programs to be spared the knife. A more substantial honor and more miraculous: President Reagan adopted President Carter's budget for Head Start. The outgoing President had proposed a $130 million 16% increase, upping Head Start's total to $950 million. The new budget-slashing administration objected to none of this.

News stories about the budget battles in Washington referred continuously to "the popular" Head Start program. How this survivor of a Democratic President's War on Poverty came to be the darling of a Republican President's War on Spending was hard to explain. Solid parent and community support for Head Start was one reason. Another was well-publicized research pointing to future savings for taxpayers and long-term gains for children from good early education.[1] And one story had it that Caspar Weinberger, Secretary of Defense and close friend of the President, had visited several Head Start groups years earlier when he was HEW secretary under Nixon and Ford and liked what he saw. Whatever the reasons, Head Start had a year of good publicity (which, one had to assume, helped the image of all early education). It ended up the year with extra cash, too. After many ups and downs, including one June day when, through a typographical error, all authorizations for Head Start were accidentally omitted from the budget, President Reagan signed a three-year extension for the program. The bill also authorized expenditures up to $950 million in 1982, $1,007 million in 1983 and $1,058 million in 1984. Of course, authorizations are one thing and appropriations another. When the budget was finally approved in December, Head Start almost slipped out of the safety net. It took a 4% cut but got $912 million. It was the envy, at least for this year, of many other human service programs that would have been happy to suffer so little.[2]

The picture was not completely rosy, however. Head Start did take losses. It was hurt by the erosion of community services in health, nutrition, and mental health on which it relied. And within its own house Head Start lost 6,000 CETA workers, dismissed when the administration ended the Comprehensive Employment and Training Act. ACYF, the Administration for Children, Youth and Families, had one bright idea for coping with this loss: Use volunteers from the Foster Grandparents Program and from the Retired Senior Volunteers. Unfortunately, arrangements were made for only 700 senior citizens to replace the missing 6,000. Another drawback: Age 60 or above is not usually considered the perfect age to begin nursery school work.

Federal government's role in day care

If Head Start was a Reagan favorite, day care seemed fated to be the ugly duckling. Dorcas Hardy, assistant secretary of the Department of Health and Human Services, spoke for the administration: "I do not see the federal government as having any direct role in day care."[3] But the key word turned out to be "direct." The largest single federal role in day care had been *indirect* — tax credits for working parents. At last report child care tax credits were claimed by 3.8 million families and cost the government about $1 billion. In 1981 that *indirect* support was increased! Approving a modification of a bill first introduced by Republican Barber B. Conable, Jr., Congress broadened the tax credit in two ways. It upped the maximum credit from $2,000 for one child and $4,000 for two or more to $2,400 and $4,800. It also created a sliding scale allowing families with incomes of $10,000 or less to claim a 30% credit on their child care expenses, rather than the previous 20% limit. That credit was reduced 1% for each additional $2,000 of income up to $28,000 when the old 20% maximum credit applied. This indirect involvement of the federal government in child care was consistent with the Reagan approach of looking for private solutions to social problems. Whether the more generous allowances to parents will turn out to be the best way for government to help them find good care for their children was an open question. The National Campaign for Child Day Care for Working Families had thrown its support early to the original Conable bill. It regarded the legislation as finally passed a good but small step forward. It anticipated that lower income families would find child care only slightly more affordable and that the greater benefits would go to those in the middle income range.

The second largest federal support for day care had been direct support. Title XX of the Social Security Act had been providing $850 million for day care services for approximately 800,000 children. The administration made changes in this arrangement also, but none of them for the better. It replaced Title XX with a "social services block grant" that included no specific earmarking of funds, forcing day care to compete at state and local levels with other social services. It also ended the requirement that states match the federal money they received. And worse: The new block grant provided 20% less money than had Title XX.[4]

The Federal Day Care Requirements were another instance of direct federal involvement in day care. It was no surprise that these were shelved. The revised standards had been adopted in March 1980 after years of deliberation. They were scheduled to become operative on October 1 of that year. The effective date was then put off to July 1, 1981 and then to January 2, 1982. With the distaste for government rules prevalent in Washington, a good bet was that the regulations would never get off the shelf. With no national standards in place, child care programs receiving federal funds, and those whose fees were claimed as individual tax credits, had to meet only individual state standards. These ranged from minimal to adequate but almost everywhere their enforcement was weakened by cuts in state budgets.

Troubling news

California was shocked twice in 1981 by stories showing the need for effective licensing of child care facilities. In May in southern California the husband of a private nursery school operator was charged with eighteen counts of molesting children in the process of taking nude photographs of them. More than 4,000 such photos of children formerly or now in the school were found in the man's home. The shock wave hit northern California in December. The operator of a private day care center was charged with killing one infant and physically abusing 20 other children, punching, kicking, choking, and shaking them upside down. One mother sadly said: "The children would always be greeted at the door with a sweet word, a smile, a hug and a kiss." Then her child told her: "When she closes the door she becomes a witch." The California AEYC raised the worrisome questions: "How often would this happen in California if we had weaker child care licensing? Or no licensing at all for half the centers and homes that now are licensed? Or no licensing at all for any of them?"

Family day care popularity

More and more families each year are affected by the quality of child care services. According to the Bureau of Labor Statistics 8.2 million mothers of children under six were in the labor force in 1981, an all-time high. Another record: The percentage of children under six whose mothers were out at work rose from 43% in 1980 to 45% in 1981.

Where did families turn for child care? Day care centers received the most media attention and the biggest share of federal and state day care dollars. But group care was not where the children were. 45% of families needing help turned to family day care; 36% used substitute care in their own homes; and 17% turned to day care centers. These and other facts came from a four-year study by Abt Associates carried on for ACYF. One troubling fact: Almost all of the youngsters in family day care, 95% of them, were in the 1.8 million unlicensed, unregistered private homes that provided informal day care to children of relatives, friends and neighbors. The study also reported that very few family day care workers had any training in child care and that, although the service was relatively expensive, family day care workers ranked among the poorest paid workers in the United States. Only 12.9% of them earned a minimum wage. On the brighter side: Most of the mothers using family day care were pleased; the workers said they liked their work; and those conducting the study were pleased with what they saw.[8]

Budget battles in children's programs

Two other federal programs of importance to young children also came through the year of budget cutting better than had been feared. P.L. 94-142, the Education of All Handicapped Children Act, had to survive three attacks. One was a move to repeal it. The second was an attempt to remove two key requirements of the law: the Individualized Education Plan for children, and the right of parents to be involved in plan making. The third was an effort to include P.L. 94-142 in an education block grant with no earmarking of monies for the handicapped. P.L. 94-142 ended the budget battles funded at almost the same level as the year before, but needing to cope with the inroads of inflation. Similarly Title I of the Elementary and Secondary Education Act, which supports many programs for economically disadvantaged young children, maintained its budget almost intact, while successfully resisting efforts to merge it into a block grant to states.

Increase in births and enrollments

Many statistics relating to young children, released in 1981, were on the "up" side. The number of births in 1980 was up nearly 4% over 1979. The birth rate increased in 16.2 births per 1,000 population. The fertility rate — births per 1,000 women of childbearing age (15-44) — also increased, up 2% over 1979. Even one "down" statistic was on the upbeat side. In 1980 the United States achieved its lowest ever annual infant mortality rate, 12.5 deaths per 1,000 live births, down from 13 such deaths in 1979.[6]

Figures on enrollment in early education also were all positive, showing new highs in 1980. In that year, according to the National Center for Education Statistics, 53% of all three- to five-year-olds attended nursery school or kindergarten, up from 38% in 1970. Eighty-five percent of our fives were enrolled (up from 82.1% in 1978); 46% of four-year-olds (43.4% in 1978); and 27% of three-year-olds (25.1% in 1978). More than half the fours and three-fourths of the threes attended private schools — no surprise — and 85% of the fives were in public schools.

One fact not generally realized: Larger percentages of three-year-olds (38%) and fours (33%) attended full-day programs than did five-year-olds (29%). One development not widely appreciated: the extent of military child care. In 1981 the Air Force had child care centers at 123 bases and preschool programs at 11, serving 25,000 children daily from 6 weeks of age on up. The Navy had 73 centers serving 11,000 youngsters. Both services reported increases in the number of single parents, dual military couples, and requests for help from working parents.

Concern for quality as quantity of programs increases

The steadily growing acceptance of early education, plus the rising birth rate and the improvement in infant mortality, led to a warning from California State Superintendent of Public Instruction: "By 1985 or 1986 we are going to have a teacher shortage." Citing the 4% increase in California's kindergarten enrollment through 1979 and 1980, Wilson Riles urged a campaign to get young people into teacher training programs "*now* so they will graduate just as jobs become available." Not long ago the talk was of the "teacher glut."

The increase in quantity of early education led NAEYC, the National Association for the Education of Young Children, to become more concerned than ever about quality. The Governing Board took the unusual step in November of authorizing a study of the feasibility of nationwide *high* standards of quality. It was also considering some form of endorsement by NAEYC of schools and centers that voluntarily met those standards. Recognizing that "mandatory requirements enforceable by the judicial process" always turn out to be minimum standards, NAEYC felt that the time had come for something better.

CDA back in action

In 1975 the first twelve teachers received their credentials as Child Development Associates. In 1981 CDA Credential Number 8,000 was awarded! An additional 4,700 candidates were actively working toward credential status. The 8,000th CDA was a Florida mother of four who had taught in Head Start for ten years. Her comment: "I had no chance for formal education in my earlier years. Now CDA had got me started and I plan eventually to earn a degree in Early Childhood Education."

More than the impressive numbers the important story was that CDA itself had gotten started again. There had been little forward motion since June 1979. At that time, despite the need for trained staff in Head Start and in child care, HEW ended its grant to the CDA Consortium. Life was finally restored in December 1980 when HEW's successor, the Department of Health and Human Services, awarded a contract to Bank Street College of Education to carry on the program. The new National Credentialing Program expanded its interests in 1981. Recognizing that the majority of child care providers are in settings other than centers for three- to five-year-olds, it developed descriptions of competencies for family day care providers, home visitors, and caregivers of infants, toddlers and of handicapped children, all to be field-tested in 1982. Robert C. Granger, director under the Consortium and still director said: "Things are back in 1981 and functioning well."[7]

An unsettling note was sounded, however, in October. ACYF raised the possibility of decentralizing the training, assessing, and credentialing of CDA candidates. Looking for ways to save money, it talked of passing the jobs on to state agencies which ACYF would fund but not regulate. Responding to this idea the Governing Board of NAEYC reaffirmed its support for a national CDA credentialing and assessment system and stressed the need for a national governing body of representatives from the early childhood profession.

Media offerings for children and families

A pleasant surprise each year is the number of new early childhood publications. 1981 was a year of recession, high unemployment, high costs, high interest rates — a time when one would not expect new projects. Yet several new printed materials were born. "Sesame Street" introduced its *Parents' Newsletter* (12 issues, Box 2889, Boulder, CO 80321), 16 pages of articles, child development columnists, book reviews, etc., attractively printed and clearly, simply written. . . . *Six Months to Six Years* was born in May, an eight-page monthly with a specialized audience: manufacturers, publishers, and exhibitors serving preschool, early childhood, and kindergarten education (monthly, 10 issues, Crescent Park Press, Box 448, Eureka Springs, AR 72632). *6M6Y*, as the paper calls itself, in addition to its specific commercial concerns, takes a broad view ranging from a Washington Report to editorials by publisher Ross D. Sackett. . . . Bank Street College of Education undertook an ambitious venture, *3 To Get Ready*, a three-part Sunday supplement for distribution through local newspapers: for preschool youngsters, for eight- to twelves, and for parents. *3 To Get Ready* began publication in late 1980, circulated by newspapers in Dayton, Ohio; Sacramento, California; and Rochester, New York. By spring 1981, 55 newspapers with a circulation of 8,000,000 carried the supplement. Unfortunately, eight million readers matter less than the number of lines of advertising, and *3 To Get Ready* had too few of those. It was put on the shelf in April 1981 for possible rebirth at a later date as a subscription or newsstand magazine.

Three old-timers celebrated in 1981. Babar, the lovable, so-true-to-human-life elephant of children's stories, was 50 years old, an event marked by *Babar's Anniversary Album*, six of the famous books brought together in one volume (New York: Random House, by Jean and Laurent de Brunhoff). . . . *Today's Child* had a 30th birthday. Virginia North Edwards, co-founder and still editor said with pride and glee: "We've survived for three decades without ads." *Today's Child* calls itself a news magazine, and offers to parents and others readable summaries of speeches and articles on child development, with an emphasis on the early years (monthly Oct.–June, 8 pages. 1101-D State Rd., Princeton, NJ 08540). . . . The third celebrant, *Infant Care*, came out in its 13th edition. More than 60 million copies have been distributed since the booklet was first published by the U.S. Children's Bureau in 1914. There are translations in Arabic, Korean, Japanese, Burmese, Hindi, Afghan-Persian, Spanish, French, and Portuguese. Single copies of the government's number one best-seller are available from LSDS, Dept. 76-E, Washington, DC 20401. Multiple copies are available from the Government Printing Office, Washington, DC 20402.

Help for parents came from "Mister Rogers" on TV. Following up on his 1980 "Talks with Parents" on superheroes and going to school, Mr. Rogers developed new programs dealing with divorce, competition, and the importance of play. The 1980 format was followed: five programs for children on each topic and one for parents, with a child development specialist on hand to help answer questions. In addition to their showings throughout the year, all five programs were aired in July and August on many PBS stations as "Mister Rogers Summer."

Parents were also the concern of a new consortium, Friends of the Family. The group began a three-year campaign of radio and TV announcements, and ads in newspapers and magazines focusing on the importance of parents. Those responding to the ads received a brochure, *50 Ways To Help You Be a Better Parent*, listing free and inexpensive publications, films, and other materials. Funding for Friends of the Family came from the Distilled Spirits Council of the United States which, with the American Association of University Women, the Education Commission of the States, and the Office for Families of ACYF, made up the consortium.[8]

National conference on children

The White House Conference on Children and Youth was a casualty of the year. Ever since 1909, when President Theodore Roosevelt convened the first conference, national meetings were held in Washington every ten years. The eighth decennial White House Conference was scheduled for December 13–17, 1981. In 1980 Congress had appropriated $3 million for the meeting; an executive director was appointed and staff assembled. In May 1981 Secretary Schweiker of Health and Human Services closed down the conference office and announced that the national get-together would not be held. States were invited to hold their own conferences, in place of the traditional national meeting. How one described this decision depended on one's point of view. *Report on Preschool Education* (May 19) used the headline: "National Conference on Children Axed by Reagan Administration." Secretary Schweiker saw the idea of state-level conferences as "a refreshing new approach."

Governors were invited to apply for their share of the money available for state meetings, with allotments ranging from $27,000 for Wyoming to $120,000 for California. In line with the prevalent allergy to federal rules and regulations, only one requirement was attached to the grants: Each state was to submit a report to HHS by January 18, 1982, which would then be sent on to the President and Congress. By year's end it was not clear how welcome President Reagan's "refreshing new approach" was to the states, or how eager they were to take on the responsibility which had been thrust on them. One fact was clear: In December 1981 the spotlight was on the Conference on Aging, not on the needs of children.

Dismay and concern for infant health

The United States cast a vote in May at the World Health Organization (WHO) that shamed many in the United States and friends abroad. The World Health Organization in Geneva voted on a code recommending a ban on advertising and a curb on excessive marketing of commercial formulas for infant feeding. WHO estimated that one million infants died each year because of improper use of manufactured formulas. High-pressure selling of the formulas was believed to discourage breast-feeding, an especially unfortunate event in countries where formula was often mixed with polluted water, bottles were inadequately cleaned and exposed to contamination, and where there was little or no refrigeration. The code, a nonbinding recommendation, finally came to a vote after years of study and debate. The vote was 118 nations in favor, 1 against. And that one was the United States.

Justifying the U.S. lone vote in opposition, the State Department issued a paper proclaiming its strong support for breast-feeding but insisting that the code "proposed restrictions on the flow of information between manufacturers and consumers that run counter to our constitutional guarantees of free speech. . . . We considered it hypocritical to vote in favor of a code which we could not ourselves implement." This legalism was not popular with Congress. Voting 301 to 100 the House "viewed with dismay" the administration's action. The Senate used a slightly gentler word. It "viewed with concern" by an overwhelming 98–2.

Out of the debate in Geneva came one new term worth remembering: "commerciogenic malnutrition"—malnutrition caused or exacerbated by commercial activities. The commercial activities at stake were considerable: infant formula sales ranging from 1.2 billion dollars to 4 billion dollars a year.

A royal year for one kindergarten teacher

The year needed some uplift and a light touch. One welcome cheery note came in the announcement, "Prince Charles is to marry the pretty kindergarten teacher who," in the words of the Associated Press, "with unflagging poise, an easy smile and a winsome blush charmed her prince and the nation whose throne she is destined to share." Lady Di sounded like a recruitment poster for kindergarten teaching: charming a prince, and driving to work from a $190,000 London apartment only on Mondays, Wednesdays, and Fridays. But alas. Lady Di's job sounded less than alluring: "At the kindergarten she helped 50 children up to the age of five make cakes and play games."

Cutbacks and closings

Cuts in states' budgets closed several laboratory schools.[9] One in particular had historical significance. The University of Iowa shut down its Early Childhood Education Center on July 1. The center traced its roots back to 1921. In that year the University of Iowa Child Welfare Research Station opened its first preschool laboratory, sometimes claimed to be the first U.S. nursery school. That distinction probably has to be shared with Ruggles Street Nursery School of Boston (now at Tufts University), with Merrill-Palmer (now closed) and with the Harriet Johnson Nursery School of Bank Street College of Education in New York. But whether or not it was founded first, Iowa had clear title to another honor: In 1923 it became the first nursery school to be housed in a building expressly designed for young children. In 1973 the Iowa nursery school came under the aegis of the College of Education, took on the new name of the Early Childhood Education Center, and one new function: to demonstrate top-quality day care. In 1981 the College of Education budget was cut $300,000 and the center was closed.

The Iowa Child Welfare Research Station, original home of the center, was itself a distinguished "first." Founded in 1917, it was the first center in the United States established with legislatively appropriated money specifically to study children. The tale of the founding of the station has relevance for child advocates in 1981. The prime impetus came from one determined woman, Cora Bussey Hillis. Mrs. Hillis was persuaded that society's lack of knowledge about child health and development was in part to blame for illness and death among her own children. As early as 1901 she urged the president of Iowa State College to establish a center for the study of child life. For 16 years she carried on this campaign. Her argument: "We know more about the development of a hog or a cow than we do about a child's growth." Her method: "Men get opinions as boys learn to spell, by re-iteraton. So I re-iterated endlessly." Her efforts almost paid off in 1914 when, approaching her fifth president, she finally won university support for a $50,000 appropriation to establish a child research station at Iowa City. A legislative committee cut the amount to $25,000 but, when victory for the lower figure seemed almost at hand, the legislature discovered that Iowa's prize sheep needed a $25,000 barn for their ten-day stay at the state fair. The sheep won out. Victory did come at the next session of the General Assembly. Cora Bussey Hillis mobilized the support of 30 state organizations ranging from the Women's Christian Temperance Union to labor unions, PTAs, the clergy, Masons and Eastern Star, Farmers' Institutes and county medical associations. Her arguments were similar to those used in 1981 to make a case for good early childhood education. "If only four children per year per county are saved from becoming delinquent, the money saved will pay for the station. If only ten children per county are helped to make their grades, the money saved in repeated education will cover the cost." "Re-iteration" over 16 years, plus good arguments, plus community support finally carried the day. A Harvard psychologist, Bird Thomas Baldwin, was hired as first director. George Stoddard, second president of the National Association for Nursery Education (later NAEYC) became director at Baldwin's death in 1928. Through the years the Iowa Station had a distinguished faculty (including Ruth Updegraff, another NANE/NAEYC president). In the 1930s Wellman, Updegraff, Skeels and Skodak published their studies of the effect of nursery school on intelligence which, in the 1960s, became part of the rationale for Head Start. In 1955 the name was modified. "Station," originally a good Iowa word because of its respected agricultural stations, was replaced by the more academic-sounding "Institute." "Welfare" was dropped, having lost its original meaning of "well-being." The new name: the Institute for Child Behavior and Development. On its 50th anniversary a bibliographical monograph listed more than 2,000 faculty publications in professional journals, academic books and the popular press. One determined woman's "re-iteration" had paid off well.

Another closing

Father Flanagan's Boys Town tried to end what had promised to be a major contribution to long-term child development research. Boys Town had signed contracts agreeing to give Stanford University and Catholic University a minimum of $450,000 annually for a twenty-five year period. Boys Town's claim: "The research being conducted is not relevant to Boys Town's needs." The universities' response: breach of contract lawsuits.

More changes make an impact for early childhood professionals

The leadership of two professional organizations changed during the year. ACEI, the Association for Childhood Education International, in a surprise appointment chose **James S. Packer** to fill its two-year vacancy as executive director. The association reached outside early childhood and elementary education seeking administrative abilities to cope with its problems of falling membership and deficits. Dr. Packer, college science teacher and administrator, had been the executive director of the Entomological Society of America. . . . PCPI, Parent Cooperative Preschools International, announced **Myrna Masson** as executive secretary, successor to Linda Armitage. (Headquarters of PCPI: 20551 Lakeshore Road, Baie D'Urfe, Quebec, Canada H9X 1R3.)

One interesting change of job: Former Indiana Congressman **John Brademas,** for 22 years good friend of child care in the House of Representatives, was chosen president of New York University.

One name change: the National Association of Child Development and Education became NACCM, the National Association for Childcare Management, a name more descriptive of its work as the trade association for the private/proprietary day care industry. (1800 M St., N.W., Washington, DC 20036.)

And one great loss through death: **Marie M. Hughes,** 81, Professor Emerita at the University of New Mexico. Involved with young children for more than 60 years in Michigan, Utah, Arizona, and New Mexico, Marie Hughes became still more widely known through her Tucson Early Education Model for Follow Through.

The Reagan administration brought some old and some new faces to Washington. Among the old: **Richard S. Schweiker,** one-time liberal Republican senator and supporter of the preschool handicapped, now turned conservative, became secretary of Health and Human Services. . . . **Terrell H. Bell,** U.S. commissioner of education under President Ford, became secretary of education, charged with dismantling the department. Among the new and unknowns: **Dorcas Hardy** from southern California as assistant secretary for

Human Development Services overseeing Head Start and child care. . . . **Keith Moon** from a private social agency in Toledo, Ohio, to head up the Children's Bureau.

Children's television cutbacks

Television can always be counted on to bring its share of bad news every year. In 1981 "Captain Kangaroo" was cut back from an hour to a half-hour show, and taken off the air completely in some localities. Telecasting for 26 years (and improving with age), the Captain suffered a well-publicized heart attack in July. The cutback of his program was not dictated by health concerns, however. Columnist Ellen Goodman put her finger on the trouble: "Kids don't buy enough beer, deodorants or soap powder. With insufficient headaches and hemorrhoids, they end up plugged into Saturday mornings or lumped into the pre-Christmas specials between toy commercials."

"Romper Room"—seen by an estimated 1.4 million young children but not one of this writer's favorites—was also hurt by a lessening of interest in children's programming. "Romper Room" tried to improve its 1981 offerings in a timely way by including short lessons in economic education, shots on location (an onion farm in California, tree-cutting in Oregon, a tugboat in the Baltimore harbor) to demonstrate how raw materials, labor, capital, and management function in the everyday world. Despite this venture, not because it, "Romper Room" was dropped by a few stations, cut back to once a week by some others. One Indiana mother who liked "Romper Room" because it was "so educational," expressed her dissatisfaction with the decision of her local station to cancel the program: "We adults have our game shows, our soaps and talk shows but the little ones don't have so much to choose from. My kids learned the Pledge of Allegiance from Romper Room and we just want to let somebody know we're upset."

Another TV setback was not unexpected. The Federal Trade Commission ended the exploration it had carried on since 1978 into regulating TV commercials aimed at children. FTC staff had warned that children under six place "indiscriminate trust" in commercials. The staff had also been troubled about the health impact of the many ads for heavily sugared foods on children's programs. But the commission itself called off any further talk of bans.

Marriage and family news

The largest number of marriages were recorded in the United States in 1980, 2.4 million—a good-news statistic. The largest number of divorces was also recorded, 1.2 million. And not everyone turned to marriage or divorce. In 1979, the latest year for which figures were available, one child out of every six was born out of wedlock, 597,800 babies, a steadily increasing number. Fifty-five percent of all Black babies were born to unwed mothers, but the greatest increase in out-of-wedlock births was to White teen-age girls. Regardless of race, the age of the mother continued to be a concern. A report by the Alan Guttmacher Institute was aptly titled *Teenage Pregnancy: The Problem That Hasn't Gone Away.*[10] In 1978, according to the institute, 1.1 million teen-agers, more than one in ten, became pregnant and 554,000 of them gave birth. The institute estimated that, unless trends were reversed, 4 in 10 of all 14-year-old girls would have at least one pregnancy; 2 in 10 would have at least one birth; and more than 1 in 7 would have at least one abortion while still in their teens. The institute thought it knew at least part of the answer: earlier, better sex education, and improved methods of contraception.

New approaches to child-conceiving continued to make news in 1981, welcome stories to the many men and women who wanted children but could not, for a variety of reasons, have them. It was announced that the mother of Louise Brown, the world's first test tube baby (born in 1978), was again pregnant. In Australia the birth of the world's first test tube twins, two sets of them, made headlines. And the first American test tube baby, a girl, was born in October, delivered at the Steptoe-Edwards Clinic in England, which had pioneered in this field. Then, in December at Eastern Virginia Medical School in Norfolk, this country's first test tube baby laboratory, Elizabeth Jordan Carr became the first child born here conceived through *in vitro* fertilization.

Surrogate parenting also grew in popularity. Several "baby-by-contract" groups came into being. One, Surrogate Parenting Associates of Louisville, received 100 to 200 telephone calls a day from hopeful prospective parents following news stories of the first such publicized birth in 1980. Surrogate parenting was not without its difficulties, however. In California a woman who had agreed to be artificially inseminated and to bear a child for another couple changed her mind. She insisted on keeping the youngster and became involved in a unique paternity-custody suit with the father who had provided the sperm.

Children's health and safety campaigns

No disease matches the automobile in killing and injuring children. Nearly 1,000 between birth and age five are killed each year in auto accidents and 60,000 are injured, according to the American Academy of Pediatrics. Maintaining that 9 out of 10 of the deaths and 60% to 70% of the injuries were preventable, the academy launched a major campaign in 1981 to promote the use of seat belts. Pediatricians, hospital staff, and community child-caring agencies were urged to educate parents in the proper use of belts, beginning with the newborn's first ride home from the hospital. The slogan for the campaign: "The First Ride . . . A Safe Ride." [11] There were also efforts in state legislatures to make mandatory the use of safety restraints for children. Tennessee in 1978 became the first state to pass a Child Passenger Protection Law. Rhode Island has been the only state to follow suit. Tennessee's experience bears out the conviction of the American Academy of Pediatrics that "car accidents are the number one preventable cause of death for children." Fatalities for youngsters under age four have decreased markedly since the passage of Tennessee's law.

"Making measles a memory" was the slogan with which the Centers for Disease Control spurred the final push to achieve the goal, set in 1978, of eliminating indigenous measles from the United States by October 1982. The year's progress was encouraging. In the first 36 weeks of 1981 only 2,649 cases of measles were reported, a 79% drop from the 12,825 cases in the same period in 1980. Most promising: During one four-week period — August 16 to September 12 — only 63 cases were reported, the lowest number ever for any 4-week period. In striking contrast, 30 years ago (1951) 530,118 children contracted measles and 683 of them died.

There was worry about whether the campaign against measles could continue its success in light of federal budget cuts of almost 25% for immunizations. Challenged on the wisdom of such cuts, the Department of Health and Human Services replied with the faith and hope that buoyed the Reagan administration in many areas of human service: "It is our idea that states and other sources can make up the difference."

Concern also continued to be felt about preschool children. Despite successes at older ages the incidence of measles in children under five increased from 14% to 20% in 1979. The difficulty: Young children, except those in Head Start and in other groups that insist on preschool immunization, are the hardest to reach with immunization services.

State developments in programs and publications

Although some specific early childhood programs came through 1981 in reasonably good shape, the general state of the economy was not good for children and families. High unemployment among parents hit the quality of child life; the lack of new housing was hard on children; the too-frequent talk of war and the emphasis on nuclear weapons boded little good. In such a sorry social setting it was pleasing to find many positive prochild developments in a number of states.

The **Oregon** legislature made kindergartens mandatory as of 1989. Kindergartens were also made mandatory in **Maryland. North Dakota** which had appropriated its first state money for kindergartens as recently as 1979, in 1981 provided full state funding for fives.

Oklahoma expanded its public centers for four-year-olds. In 1980 it had 10 programs; in 1981 the number rose to 28, all providing four days of schooling with teachers freed the fifth day to work with parents. All teachers of four-year-olds were required to hold the Oklahoma N–2 teaching certificate. Public four-year-old groups also continued strong in **Maryland** where 3,500 fours were in that state's Extended Elementary Education Program.

Pennsylvania developed two in-service training publications. One was "an oldie" under a new name and aimed at a larger audience: *Focus on Early Childhood Education,* once called *Kindergarten Confidential,* now targeted at primary teachers as well. The second, a quarterly from the State Department of Public Welfare, *Child Care News and Views,* for caregivers in licensed day care centers and homes. Pennsylvania also required, beginning January 1981, the registration with the Department of Public Welfare of all family day care homes.

The state of **Washington** carried on a year-long investigation of its educational facilities for threes and fours. The study was a result of a position paper by the state board of education and the superintendent of public instruction that recognized the importance of early education and the responsibility of state agencies for leadership. Questionnaires were sent to 2,000 families, and parent forums, held throughout the state, were linked with each other and with the director of the study (Jeanne Quill, NAEYC vice-president) through the Washington Educational Teleconference Network. Recommendations taking into account the troubled state of Washington's economy and the concerns of public and private groups will go to the Legislature early in 1982.

Unusual off-beat developments took place in several states. The Maui Pineapple Co. in **Hawaii** built for the children of its employees the first industry-sponsored child care center in that state, described by early childhood people as "beautiful" and a "model." In **Texas** what were described as "very impressive" corporation-sponsored child care centers opened in Houston, Dallas, Freeport, and Amarillo.

Hawaii took another unusual step. It increased its state income tax credit for child care from 5% to 10%.

In **Kansas** a unique Children's Trust Fund came into operation. By state law a $7 surcharge was added to every marriage license. The resulting money, estimated at $130,000 annually, was earmarked for the trust to fund community programs to prevent child abuse and neglect. Another "first" for **Kansas:** The state AEYC hired its first legislative lobbyist and set up a public policy alert system for its members. The goal: to influence lawmakers on issues affecting quality in preschools and child care centers.

Some victories were won because nothing bad happened. Talk in **Kentucky** and **Utah** about closing public kindergartens led to no action in Kentucky largely because of hard work by KACUS and in Utah because of strong parent support. (Utah did, however, lose its state Office of Child Development because of lack of funds.)

In **California** a bill to exempt from state licensing all church-related nursery schools and child care centers was defeated in committee. In **Iowa** a broader bill which would have exempted all programs not receiving public funds, not church-related schools alone, reached the floor of the legislature but was defeated there. (**Texas** did not fare as well. Despite TAEYC efforts a bill exempting church-related schools passed. And in **Virginia** the fight went on. An appeals court gave secular day care centers a second chance to show that Virginia's law exempting church-affiliated centers was harmful.)

Six Congressional science fellows were appointed in 1981 by the Society for Research in Child Development, continuing a program begun in 1978. Chosen by the SRCD Committee on Child Development and Social Policy, the fellows serve for a year on the staff of members of Congress. SRCD, with funds from the William T. Grant Foundation and the Foundation for Child Development, pays a stipend and moving expenses. The goal of the program: "to bridge the gap separating the political and scientific communities." One of the six 1981 – 82 fellows was in early childhood education, Eileen Allen of the University of Kansas, as were two of the 1980 – 81 fellows, Edna Mitchell of Mills College and Ruby Takanishi of Teachers College, Columbia.[12]

Head Start—holding the line against budget cuts

Despite some progress and some survivals child advocates came to the year's end waiting for the other shoe to drop. Apprehension rose to a peak in December when *The Washington Post* (December 12) uncovered a memorandum from budget-cutter Stockman to Secretary Schweiker. Stockman urged pulling Head Start out of "the social safety net," ending its separate identity, and putting one-fourth of its funds each year for four years into a "community services block grant." When protests rose OMB head Stockman said that *The Washington Post* made "too much of the story" but the news was unsettling.

Apprehension had also been stirred up earlier by President Reagan who revealed little understanding of children's needs when he talked in October to the National Alliance of Business. The President's words: "We want to deregulate community service. For example, mothers and grandmothers have been taking care of children for thousands of years without special college training. Why is it that certain states prohibit anyone without a college degree in early childhood education from operating a day care facility?"

And much anxiety was precipitated by a paper issued in October by the Administration for Children, Youth and Families.[13] The paper, anticipating budget cuts and continued inflation, wrestled with how to wring the most out of shrinking Head Start dollars. Although it was clearly marked "Draft," the options it raised were unnerving: major cuts in training and technical assistance; phasing out summer Head Start; ending Parent and Child Centers for the under-three age to concentrate on the three-to-five range; eliminating the use of Head Start for child care by limiting all programs to eight months a year and six hours a day. Most troublesome: the possibility of relaxing standards on adult-child ratios as a money-saver.

The paper did not gloss over Head Start's two great present problems. One, that of class size: "Over the past 12 years there has been a gradual increase in class size. During 1968–70 the average was 15–16. Today one-third of all classes, serving 40% of all Head Start children, have 20 or more enrollees and 7% of Head Start children are in classes with 30 or more." The second problem, the quality of staff: "Fewer than one quarter of Head Start teachers possess either a CDA credential or a BA in early childhood development or education. In 1980 teacher salaries were under $7,000."

Question: If this was life within "the social safety net," could quality be maintained (or re-found) with further budget cuts?

The NAEYC Board in November reaffirmed the Association's support for Head Start as a comprehensive, developmental program and warned against cuts that would affect its integrity. But the threat was real, and more than Head Start was involved. Every early childhood group — nursery school, kindergarten, Title I, child care, preschool handicapped — had benefitted by Head Start's success and by its original good standards. Each one would be hurt if Head Start was hurt.

Alan Pifer, President of Carnegie Corporation, speaking at a press conference announcing the results of the Ypsilanti Perry Preschool Project, which had been financed in part by Carnegie, stressed the point that applied to all groups: "The findings of this careful study present clear evidence that *if early childhood education is of high quality* the thousands it costs will save millions later." Good education — Head Start, nursery school, kindergarten, child care — costs thousands. The per capita annual cost in the Perry Preschool Project was $2,992, for example. Will a federal administration, committed to cutting taxes, be willing to pay for good education? Will states, caught in a weakening economy, be able to take up the slack? Will families — the unemployed, the worried, or even the more fortunate—shell out money for good education? There was money to be had. Witness the record-breaking $199.7 billion budget passed in 1981 for the Defense Department. But what share would children get? I invite you to join me when, in *A Look at 1982,* we can find out whether or not everyone's worries were justified.

NOTES

1. One example: *This World* (January 11), nationally syndicated Sunday newspaper supplement, headlined an article about the Ypsilanti Perry Preschool Project, "Preschool Gets an 'A.'"
2. The Children's Defense Fund summarized the fate of a wide range of programs including Child Welfare Services, Aid to Families with Dependent Children, Child Abuse, Child Nutrition, Maternal and Child Health. *CDF Reports,* August 1981. 1520 New Hampshire Ave., N.W. Washington, DC 20036.
3. *Report on Preschool Education,* September 22, 1981.
4. The National Black Child Development Institute in "The Impact of the Administration's Budget Cuts on Child Day Care," April 1981, examined Title XX, Head Start, Agriculture's Child Care Food Program, and the AFDC Work Expense Allowance for Child Care. Its conclusion: "Day Care for low-income families is in grave jeopardy." 1463 Rhode Island Ave., N.W. Washington, DC 20005.
5. *Executive Summary, National Day Care Home Study.* Day Care Division, ACYF, Box 1182, Washington, DC 20013.
6. California's 1977 infant mortality figures, released in 1981, illustrated how averages hide as much as they reveal. In 1977 California did better than the rest of the country, achieving an infant mortality rate of 12%. That figure, however, combined the 20% mortality rate for Black babies and the 11.5% rate for White youngsters.
7. A sad note: In August the CDA Consortium, originators and developers of the program, with $170,000 in debts and $10,000 in assets, had to file for bankruptcy in the District of Columbia.
8. Brochure available from Friends of the Family, Box 40845, Washington DC 20013.
9. Western Kentucky University leased its building to the county; James Madison University scheduled the closing of its school for June 1982; Michigan State University shut down its campus child care center.
10. Available from 360 Park Ave. S., New York, NY 10010. $5.
11. For "The First Ride . . . A Safe Ride" write to the American Academy of Pediatrics, Box 1034, Evanston, IL 60204.

12. For information about the Congressional Science Fellowship Program in Child Development write to SRCD Liaison Office, 2025 Eye St., N.W., Room 205, Washington, DC 20006.
13. *Head Start — Directions for the Next Three Years.* ACYF, Box 1182, Washington, DC 20013.

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A LOOK AT 1982

A heightened political and economic awareness

In the spring of 1982 the Society for Research in Child Development issued its first *Social Policy Newsletter.*[1] This newcomer joined three other national newsletters concerned with social policy and child development: the excellent *NAEYC Public Policy Alert;*[2] *The Networker;*[3] and the largest of all, *CDF Reports.*[4] The birth of one more newsletter — only six pages, reaching only SRCD members — would not normally rate a headline. But in 1982 one more *social policy* newsletter symbolized what appeared to be the overriding development of the year: a heightened awareness that, to do right by children and families, one had to be concerned with political and economic issues.

This awareness was spawned by the sorry state of the economy and by the behavior of the Reagan administration. Unemployment at year's end reached 10.8%. Factories operated at 68% of capacity. One out of seven people lived below the poverty level in 1981, a 7.4% increase over 1980, while the number of children in poverty rose from 11.5 to 12.3 million. Federal programs important to children and families were under constant harrassment from an administration which tried to cut them out, cut them back, or turn them over to private enterprise or to state and local governments. States and localities, themselves short of funds because of the sick economy, were unable to take up the slack. The U.S. deficit rose to a record $111 billion and was expected to soar to $170 billion or higher — all this in a year when the administration cut taxes for some, and requested an unprecedented $249.5 billion for the military.

Optimists in 1982 pointed to the 99 million who were employed. They stressed that inflation, while persisting, was less severe and that interest rates had fallen, although still too high to allow many to buy homes or cars. But workers close to young children and close to families — especially to young families, minority families, single parent families, families with working mothers — saw too much anxiety, too much hopelessness, too many strains on family living.

The conferences and publications of many organizations sharpened the growing awareness of the tie between child development, the marketplace, and the world of politics. The group best geared to lead seemed to be the **Children's Defense Fund,** a private organization supported by foundation and corporate grants and individual donations, which opened the year by hosting its first-ever national meeting, a *Strategy Conference on the Federal Budget — Children and Families*. At the Conference Marian Wright Edelman, CDF President, leveled the charge: "The Reagan administration is demanding more sacrifice from children than from any other group in American society." Reporting on the conference *The Networker* (spring issue) spoke of a "sense of urgency" and "sense of outrage" permeating the meetings.

A second CDF activity was to involve ten religious, civic, and professional organizations in Child Watch, an unusual approach designed to "put a human dimension on the budget cutbacks." Participants in Child Watch kept track in their local communities of the effect of cuts and policy changes in the areas of child health, child welfare, AFDC, and child care. CDF developed a *Child Watch Manual,* which gave precise information about the programs of greatest significance, and suggested whom to interview to find out what was actually happening and the key questions to ask. Child Watch projects got underway in more than 35 states in 1982.

In September the Children's Defense Fund published *America's Children and Their Families: Key Facts.*[6] This source book, pulling together census and other data, came up with the disturbing conclusion: "American children are worse off now than they were ten years ago." Among the facts: one out of five children lives in poverty; 7,000,000 children have no known health care; one out of three children has never seen a dentist; one out of five lives with one parent; 555,000 babies are born each year to teen-age mothers, many of whom go without prenatal care; 62% of the teen-age mothers do not graduate from high school and 8.5% of them never even enter high school.

Some reactions to the problem

The urgent need for child care was documented again in 1982. One report from the Census Bureau spotlighted the dramatic rise in the percentage of mothers of preschool children in the labor force, up from 12% in 1950 to 45% in 1980.[7] A second report, from the Children's Defense Fund, warned that "the supply of child care facilities doesn't even begin to meet the demand now" and that a "child care emergency" looms in the years just ahead.[8]

The initial reaction of the administration to early childhood's single most pressing problem was to abolish the Day Care Division of the Administration for Children, Youth and Families. In one of his first acts as ACYF Commissioner, Clarence E. Hodges said: "The federal government has no major role to play in providing day care."

The administration's treatment of Title XX, the largest federal subsidy for child care, was little better. In 1981 Title XX was merged into a new Social Services Block Grant. With the block grant states were not obligated to spend any set sum on child care. Nor were they required to put up matching funds, as the original Title XX had called for. Nor did they have to meet any federal regulations on the quality of care. The financial side of the story was even more disheartening. The total dollars in the block grant, covering all social services, were cut 22% in 1982 to $2.4 billion. An additional 18% cut to $1.9 billion was recommended for 1983.

A third Reagan reaction to the desperate need for good child care was an effort to cripple CCFP, the Child Care Food Program. CCFP subsidizes meals and snacks for almost 900,000 children in centers and day care homes. The administration cut back the program for 1982 by $130 million, almost a one-third loss. It then proposed a further one-third cut for 1983 and tried to move CCFP into a block grant with the school breakfast program. The block grant proposal would have jeopardized funding for family day care meals, and created administrative problems since most day care is provided by private agencies whereas school breakfasts are a public school affair. Fortunately friends in Congress scotched both ideas. CCFP was funded at the same level for 1983 as for 1982, if that can be called "good," and the block grant idea was dropped.

Administration as broker?

The administration did not wash its hands completely of child care. In June ACYF set up a new Office of Program Development to replace the Day Care Division it had wiped out in January. The new office was charged with developing a child care strategy consistent with the administration's role as "broker and catalyst, not primary provider." One of its first acts was to fund a National Employer Child Care Project, which, in 1982, published a list of employer-supported child care programs,[9] and announced for 1983 a how-to-do-it manual entitled *Child Care: The New Business Tool*.

Child care run by employers is the oldest form of group child care, going back to the crowded children's rooms in factories in the early days of the Industrial Revolution. In the United States only two or three worksite centers existed prior to World War II. Then the wide publicity given the Kaiser Child Service Centers in Portland, Oregon, led to the hope that postwar industries might take on child care. Very few did, but in 1982 so much attention was paid to the idea that it seemed as if the oldest group child care approach had suddenly become the wave of the future. The topic was discussed at conferences and written about in a strikingly large number of reports.[10]

Employer-help to working mothers can take many forms, ranging from counseling, to generous maternity leaves, to shorter and more flexible working hours, to reimbursement for child care expenses, to support for community child care centers. The most alluring idea is that business will run its own centers, relieving government of the expense. In 1982, along with all the favorable publicity, some cold water was thrown on this beautiful dream. The warning: Even with the tax incentives now available to business, good child care is an expensive enterprise apt to appeal only to a business meeting certain standards. It must be unusually dependent on the labor of skilled women, be facing a labor shortage, employ a changing labor force so it has a steady supply of mothers of the young, *and* be operated by a leader of unusual social sensitivity. In 1982 the number of business firms and industries that met such standards was not astronomical.

Limited income tax savings for child care

Consistent with its faith in private enterprise as a solver of social problems, the administration took another step in the child care field. Shortly before the 1982 elections it announced that Form 1040A, the short income tax form, would for the first time in 1983 include a line allowing working mothers to claim the child care tax credit. Previously this credit was available only to those who used the long Form 1040.

The savings on income tax was welcome news to those who used 1040A. Many child care specialists hoped the government would take the next step, helping working mothers whose incomes were too low to require a tax payment, by making the equivalent of the tax credit payable to them. No signs of such a move were visible in 1982.

Whether the tax-credit approach, for some parents or for all, offered a sound solution to the child care problem was arguable. Can parents, even with extra cash in their pockets because of a tax break, afford to pay what skilled child care costs? Can centers and day care homes afford to offer skilled care if tuition is all they can count on? Every other level of private education — elementary, secondary, college — needs endowments or other forms of support to be able to do a good job. And skilled child care is no bargain-basement item.

CDA program challenged by reduction of federal support

In November Bank Street College of Education was awarded a three-year grant by ACYF to continue the Child Development Associate National Credentialing Program. In its two years under Bank Street operation the CDA Credentialing Program had reached an all-time high in productivity, conducting over 2,800 assessments between November 1981 and November 1982. Another sign of success: the 10,000th person to earn a CDA credential since the first one was awarded in 1975 — Joan McDearmon, a Head Start teacher in Quincy, Ilinois — was honored at the NAEYC Annual Conference.

With such upbeat developments supporters of CDA should have been riding high. In 1982, however, even good news often had strings attached. In this instance the string looked like a hangman's noose. The grant to Bank Street was a terminal grant. By the end of FY 1985 "the CDA program had to achieve economic self-sufficiency and become independent of federal funding." Despite the continuing need for better prepared staff in Head Start and child care, the administration was backing out of responsibility for training. It saw this as one more job to be done by private enterprise, or by somebody — anybody but itself — or perhaps it didn't matter if it were not done at all.

The grant had one short-term challenge. The three-year total of $2.45 million was a substantial reduction from past levels of federal aid, "50% of the funds that would be necessary to keep the program operating at its 1982 level for three years." The CDA National Credentialing Program announced three immediate responses. It limited the number of assessments in 1982 – 83 to 2,000. It called off its efforts to expand CDA to Home Visitors, Family Day Care Providers, and workers with infants and the preschool handicapped. It raised the fees to CDA candidates from $30 to $125, with a further increase to $250 in November 1983.

Two long-range tasks lay ahead of the program. The first was to create some independent "institution" representing the profession to carry on its work after 1985. One possibility: a form of incorporation for the CDA Credentialing Commission, the 20 associations in early childhood and in child development now giving policy guidance to the program. The second task was to secure funding so the new "institution" could function. The increase in users' fees represented a step in this direction. Fear was expressed, however, that the result of that move might only be to keep many Head Start and child care workers, so grossly underpaid, out of the training. Foundations and the professional associations were mentioned as other possible sources of support.

The danger was that if the CDA idea should be lost children would suffer by having untrained caregivers. There was also the danger that the search for solutions to keep the much needed CDA idea alive would cover up the root problem: the low salaries that made minimally prepared caregivers the most this country hoped for.

Accreditation for teacher education and children's programs

1982 was not leavened by much good news. Very significant good tidings, however, came from the National Association for the Education of Young Children which in March took a major step toward strengthening early childhood education as a *bona fide* profession.

It published *Early Childhood Education Teacher Education Guidelines*, setting standards for the preparation of teachers in four-and five-year college programs.[11] The Association launched the *Guidelines* with an impressive publicity campaign, sending more than 1,000 copies to early childhood professors, specialists in early childhood in state departments of education, state directors of education, and members of state committees of higher education.

One outcome: In July the National Council for Accreditation of Teacher Education (NCATE) gave its official approval to the NAEYC *Guidelines*. NCATE also agreed to a separate listing for "Early Childhood Education," distinguishing it from "Elementary Education" in its annual list of accredited teacher education programs. Beginning in September 1983 colleges will have to demonstrate that they meet NAEYC standards to get NCATE accreditation for their early childhood degree programs.

Publication of the *Guidelines* was the first specific standard-setting by NAEYC for the burgeoning profession. It cast the association in a more aggressive leadership role than it had historically played. This first step was followed quickly by a second standard-setting move, the Center Accreditation Project, charged with establishing standards of quality care in children's programs. Centers meeting the standards could then voluntarily apply for NAEYC accreditation. A report was due at the 1983 Annual Conference in Atlanta.

Guidelines, incidentally, was the first "memorial" undertaking by NAEYC. The committee's work and publication of the booklet were supported by funds from the family and friends of Rose Alschuler, early childhood leader since 1925 who died in 1979.

Enrollments continue to increase for preschools

The continuing increase in the enrollment of three- to five-year-olds in nursery schools and kindergartens was another bit of good news in 1982, a solid indication that parents believed in early schooling. Almost 5,000,000 children in this age range attended groups that provided two or more hours of educational experience, according to the 1980 figures of the National Center for Education Statistics. (Youngsters in child care centers, no matter how educational or miseducational the program, were not counted.) 82% of our fives were in kindergarten; 46% of our fours and 27% of our threes were in nursery groups. The total of five million was especially impressive in light of the drop in the population of three- to five-year-olds. From 1970 to 1980 their number decreased from 10.9 million to 9.3 million. In the same period the number in school increased 19%.[12]

One trend: From 1970 to 1980 full-day attendance in kindergartens increased from 14% of enrollments to 30%.

Some not-surprising facts with a special 1982 twist: fourteen percent of the five-year-olds were in private kindergartens; 57% of the threes and fours in private nursery schools. The parents of these children got mixed signals in 1982. The Reagan administration pushed for legislation giving an income tax credit for private school tuition, *but* "kindergartens, nursery schools and similar institutions" were specifically excluded from eligibility in H.R. 6701, the President's bill in the House. Were the bill ever to pass it might be bad news for all of us. Of dubious constitutionally, obviously unwise financially at a time of huge budget deficits, it was also considered by many to threaten the public school structure. But it would have been nice if the administration had regarded kindergartens, at least, as "education."

The National Center for Education Statistics ought to have an excellent crystal ball. While remembering that even the best estimates on the future often go awry it was good to hear the forecast by the center for nursery-kindergarten enrollments in 1990. Taking into account an expected increase in the number of children *and* increases because of the continuing popularity of early education, the center's prediction was a 33% (!) climb in nursery-kindergarten enrollment, 1990 over 1980, the largest gain projected for any level of education.[13]

The organizational scene

One of the most poignant tales of 1982 stemmed from the **Association for Childhood Education International.** ACEI is our country's oldest professional organization concerned with early childhood. Its roots go back to 1892 when 30 kindergarten enthusiasts, persuaded that the National Education Association was not promoting their field enough, formed the International Kindergarten Union. IKU prospered. In 1930 it broadened its concerns to include nursery and primary education, changing its name to the Association for Childhood Education. In 1947 "I" was added, making the Association for Childhood Education *International*. In 1971 ACEI reached out to include infancy through early adolescence.

As its interests widened and its services enlarged, ACEI moved from the NEA Building where it had always been housed to a building of its own at 3615 Wisconsin Avenue, N.W., in Washington. The new center, completed in 1960 at a cost of approximately half a million dollars, was designed to ACEI's specification, with display spaces for children's materials and equipment, room for a professional library and conference rooms. Many international visitors, as well as U.S. educators, visited the center annually. Gifts from branches and individual members and funds from the successful activities of the association enabled ACEI to pay off its large mortgage in 1965.

In the 1970s ACEI (in common with several other educational organizations) had rough sledding. Annual deficits, the result of a drop in membership and rising operating costs, led the association to borrow $200,000. Despite strenuous economy moves — reducing staff, raising dues, renting out space in the center, cutting back the number of issues of *Childhood Education* — ACEI still had a deficit, although a small one, in 1982 and still had its debt. ACEI reluctantly decided to sell its center. The prospect of a move to less expensive quarters, with past debts paid off by income from the sale and money left over, led President Robert Gilstrap to see a silver lining: "This is a very positive action. By getting our finances in order we can dream new dreams and look to the future with confidence. This can be a new beginning for ACEI."

First the good news: Despite a dead real estate market in much of the country ACEI received an offer of $1,175,000 *cash* (!) which the board, of course, voted to accept. Then the bad news: At the last minute the offer was withdrawn. The year ended with ACEI searching for a new buyer and new headquarters but with chin up, laying plans for its 100th anniversary in 1992.

Other professional organizations were also in the midst of change. Parent Cooperative Preschools International, faced with slipping membership and rising mailing and publishing costs, was almost unable to publish the last issue of the year of its *Journal*. As an economy the PCPI board, meeting in April, voted to close its international office at the Katharine Whiteside Taylor Centre for Cooperative Education at Baie d'Urfe, Quebec, Canada. In its place PCPI set up a U.S. office to take advantage of this country's lower postal rates, and a separate Canadian office in London, Ontario, to handle Canadian memberships.[14]

The Day Care Council lost Jan Calderon Yocum as Executive Director, replacing her with a familiar name, **Jule Sugarman,** Associate Director of Head Start during its early days. Sugarman will give 20 hours a week to the Council, continuing with his work as president of the Human Services Information Center. The Day Care Council also moved to a new address: 1602 17th St., N.W., Washington, DC 20009. It also ended its contract with *Day Care and Early Education,* replacing it with its own magazine, *The Day Care Journal* (while continuing its newsletter, *Voice for Children).*

Honors . . .

Honors went to four well-known early childhood leaders in 1982. **Cornelia Goldsmith,** one of NAEYC's founders and its first executive secretary, was awarded the honorary degree of Doctor of Humane Letters by Dutchess Community College, Poughkeepsie, New York. . . . **Ruth Jefferson** of Jacksonville, Florida, long active in ACEI, SACUS, NAEYC, and OMEP, was awarded the SACUS Cup for 1982. . . . **Mildred Dickerson** of James Madison University was given the 1982 Award for Outstanding Service to Young Children in Virginia by the Virginia Association for Early Childhood Education.

A signal honor of a different kind came to **Benjamin Spock.** SANE, the antinuclear Citizen's Organization for a Sane World, named its Washington headquarters the "Ben Spock Center for Peace," in recognition of the good doctor's work over 20 years on behalf of SANE.[15] At the ceremony Spock said: "I don't see any discrepancy between being concerned for the world's children and being concerned about nuclear arms"—a sentiment shared by increasing numbers of educators in 1982.

. . . and losses

Among the good friends young children lost in 1982: **Selma Fraiberg,** author of *The Magic Years,* widely used in teacher training, and the more recent *Mothering: Every Child's Birthright,* at age 61, cancer the killer. . . . **Anna Freud,** daughter of Sigmund Freud, specialist in work with disturbed young children, coauthor of *Infants Without Families,* a report on young children separated from their homes by World War II London bombings, in London at age 86. . . . **Ethel Wright Kunkle,** professor emerita at the University of Wisconsin-Milwaukee, known to many as the author of *Saturday Walk,* much-loved book for young children written in 1941, died December 1981. . . . **Lea Cowles Masters,** active in nursery education since the 1930s, long at the University of Alabama, in July.

Head Start successes continue

1982 was not a year for charging ahead. Holding one's own constituted success. Head Start did just that. Its budget for the year was $912 million, enabling it to enroll 380,000 children. At the annual conference of the National Head Start Association in April Health and Human Services Secretary Schweiker said the words that have become familiar: "Head Start is an integral part of this administration's social safety net." The administration asked for the same budget, $912 million, for 1983.

At the April meeting Clarence Hodges, ACYF Commissioner, made a welcome announcement: The administration was backing away from most of the controversial changes it had suggested in an October 1981 paper, "Head Start: Directions for the Next Three Years." Its proposals to end the Parent and Child Centers for children under age three; the full-day full-year programs; and to worsen the adult-child ratios were all withdrawn. Only one change survived: the conversion by the end of 1982 of the few remaining summer programs to full-year operations, a move which displeased no one.

Just why Head Start continued to be a favorite of the Reagan administration remained a puzzle, albeit a pleasing one. John Reese, president of the National Head Start Association, probably gave the right answer: "All I can figure out is that we have proven we have something that delivers. We know we work." As an example the results of a 14-year study in Rome, Georgia, were released at the April meeting. The study tracked 94 Head Start children and 60 other disadvantaged youngsters not in the program. Half of the Head Start children eventually graduated from high school; only one-third of the comparison group did. Five of the Head Starters were among the top 20 in their graduating class; none of those who had not been in Head Start ranked that high.[16]

An exciting footnote on Head Start success: The association created $500 scholarships to be awarded annually to two Head

Start graduates attending a postsecondary educational or technical school.

One had to wonder what gains Head Start could produce if it had the money to afford well-trained and well-paid teachers and supervisors. And what gains there could be if its class size and adult-child ratios were geared to the three- and four-year-olds who make up 80% of its population, and geared to the reality that 12% of Head Start children are handicapped. One also had to wonder if Head Start would ever grow again. The praise lavished on it covered up the fact that Head Start stayed pegged at reaching only 20% of America's disadvantaged children.

One big activity at Head Start was shuffling the administrators. In April **Lucy Biggs** was appointed Associate Commissioner for Developmental Services, as such in charge of ACYF's Head Start Bureau and whatever day care activities ACYF carries on. From 1967 to 1979 Biggs had been director of Tennessee's Head Start Training Office and before that director of a preschool at the University of Pennsylvania. In September **Clennie Murphy** moved from one ACYF administrative post to direct the Head Start Bureau, replacing Henlay Foster who moved to another ACYF administrative post.

One big loss: **Jenni Klein** left Head Start in February, "bumped," "riffed," or whatever is said when someone is forced out by economies. From 1969 to 1982 Dr. Klein had been Chief of the Educational Service Branch, Planning and Development, Head Start Bureau—a fancy title for Head Start's best specialist on young children and good programs. A frightening anomaly: Head Start, the country's showpiece in early childhood education, has had from its beginning only a pitifully small number of such professionals. After February 1982 it had one less.

Television—What can be done?

The U.S. Surgeon General's Scientific Advisory Committee on Television and Social Behavior issued a report in 1972 concluding that "there is a causal link between viewing TV violence and subsequent aggressive behavior." One member of the committee, Professor Alberta Siegel of Stanford University, said at the time: "Our society is paying a high price for TV's free entertainment, vulgar and tawdry, with its unrelenting themes of murder and mayhem."

In 1982 the National Institute of Mental Health issued a follow-up report.[17] The questions: Were the original findings confirmed or refuted? Had television improved or worsened?

Sad to say, ten years later there was no sign of betterment anywhere. All the additional evidence — by 1982 there were more than 3,000 studies on the effects of television on children — only "significantly strengthened" the earlier report's findings. The conclusion was "overwhelming" — the violence on the air spills over into the playground and onto the streets. Nor was there any sign that television itself had improved in the intervening 10-year period. The percentage of programs containing violent episodes remained about the same *and* the number of violent episodes per show had increased!

Two points of particular interest to early childhood workers: Prime time television had an average of 5 violent acts per hour; on children's weekend television there were 18 violent acts per hour! Secondly: threes and fours and fives continued to stay glued to their sets an estimated average of 25 hours per week!

The update report concluded: "Television is a violent form of entertainment." Peggy Charen, President of Action for Children's Television, warned: "That box in the living room is not necessarily a friend of the family." What can be done? Professor Siegel was quoted as saying: "I'm exasperated. We simply don't have any mechanism for using our psychological and social knowledge to benefit children."

Children see violence on the TV programs prepared especially for them — the cartoons, for example. They also see the violence on adult shows never intended for young eyes. It was therefore sad news that the gentle "Captain Kangaroo" was moved to a back corner in 1982. At the start of the year the Captain's show was cut from one hour to a half-hour and shifted to a less desirable time, from 7 A.M. to 6:30 A.M. By year's end CBS had confined the Captain to Saturday and Sunday mornings, moving him off the weekday air entirely. In many cities you couldn't find him anywhere on any day.

And in black and white . . .

The Readers' Digest began publication of *Families,* a slick monthly on child development and family life, following the format of condensing articles from other journals and books, along with some original material. *Families* had the flair and readability one would expect from the offspring of such a skillful parent.[18]

Hank Ketchum also joined the child development ranks with a special comic book featuring Dennis the Menace and his escapades. One example: Dennis cheerfully approaches a woman chatting with his mother in their living room and asks: "I hear you've been through the mill. What do they DO there?" Each cartoon is accompanied by brief, wise tips for parents. *Coping With Family Stress,* 16 pages, is available both in Spanish and English. More than 500,000 copies went in 1982 to parents in Head Start and child care centers.[19]

Mister Rogers continued to extend the activities of his neighborhood. Family Communications, Inc., his home base, distributed booklets for parents, storybooks for children, records, and song books, as well as video cassettes of Mister Rogers' TV parent specials. Among the topics: death, discipline, divorce, competition, creativity, pets, superheroes, and When Your Child Goes to School, to the Dentist, to the Hospital, and When Your Family Moves. You could even buy a "Mister Rogers' Neighborhood T-Shirt" in either child or adult sizes.[20]

Nine brief booklets to help parents work with their nursery-kindergarten-primary children on basic school skills became available from the Government Printing Office. The overall title: *Getting Involved*. Produced by the Head Start Bureau of ACYF the booklets — all 20 pages or less — sell for $2.25 each. Not long ago the government thought promoting good parenting was an important part of its job. It distributed materials like these free.

A victory for handicapped children

Strenuous opposition from parents and members of Congress persuaded Secretary of Education Terrell H. Bell to "withdraw for further study" various proposed changes in the regulations for P.L. 94 - 142, the Education for All Handicapped Children Act. Secretary Bell denied that the intent of the new regulations was to diminish the rights of handicapped students. He insisted that the aim was only to relieve school officials from what he called "bureaucratic burdens." Many disagreed.

Rep. George Miller (D-CA), described in the SRCD *Social Policy Newsletter* as "the outstanding advocate for children and families in the House of Representatives," spoke sharply: "This law was passed for the benefit of the children, not the officials. When we passed it we recognized that it might make life miserable for a bureaucrat but we said, 'The hell with that. The kids are worth more.'"

The changes in P.L. 94 – 142 would have deleted requirements that schools conduct evaluations of handicapped children at least every three years, and that handicapped students be placed in schools nearest their homes. They would also have changed the procedures for developing individualized programs for children and the requirements for the consent of parents. Initial criticism of the proposals led Bell to extend the period of public comment from the usual 30 days to 90, and to agree to hold 11 hearings around the country. Nine were enough. The proposed changes were withdrawn.

P.L. 94 – 142 was passed in 1975. The tremendous progress that has been made since then in the education of the preschool handicapped was shown in a report issued by the state directors of special education.[21] Twenty-two states in 1982 required schools to start programs of education for handicapped children before their fifth birthday, and 28 states allowed schools to begin at birth! Small wonder that parents and others fought changes in P.L. 94 – 142 that they thought would weaken the law.

Divorce rate continues to climb . . .

Divorce continued to be "a major phenomenon in American society" according to a 1982 Census Bureau report.[22] Since 1970 the divorce rate has climbed from 47 divorced persons to every 1,000 married persons with spouse present, to 100 per 1,000 in 1980. The number of single-parent families increased 100% from 1970 to 1980, jumping from 3.3 million to 6.6 million. One result: 12.6 million children lived with only one parent in 1980, 92% of them with their mothers. The sad fact was that families maintained by women with no husband present constituted one-half of all families living below the poverty level.

Changes in family structure were also examined in an MIT/Harvard Urban Studies Report.[23] One interesting implication for child care: The authors noted that until recently many women worked only part-time part-year, and that women's labor force participation had become more full-time and continuous. They believed this would intensify the demand for good child care, a demand they think was weakened in the past by the comparatively temporary nature of many mothers' employment.

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. . . and so does college tuition

Those who know that little kittens grow up to be cats, and that little children have a life ahead of them after early childhood, were interested in two 1982 news stories with implications for the future. *Item 1:* In 1982 MIT was the country's most expensive college, charging $13,500 for tuition, fees, books and board. In 1981 the honor went to Bennington College whose total bill was $12,030. What will college cost in 1997 when many of today's preschoolers will be entering? *Item 2:* In 1982 China's population passed the one billion mark, totaling one-quarter of all mankind. China had added 313.6 million people since its previous census in 1964, despite the government's energetic birth control program. Today's young children may or may not be able to afford a college education, but wouldn't they do well to start studying Chinese now?

State milestones

New York State released the final report of its five-year study of 5,245 four-year-olds in the state's Experimental Prekindergarten Program. The findings were "consistent with other recent findings concerning the beneficial effects of preschool programs: Impressive effects at the end of the pre-k year; somewhat less impressive results at the kindergarten level; a substantial reduction as the children progressed into the primary grades, yet evidence that the pre-k program had lasting effects on the children who attended." One bit of that evidence: "Significantly fewer pre-k children than control-group children repeated grades or had to be placed in special education classes, suggesting that substantial savings in the cost of special education and remediation might be realized by expanding opportunities for preschool children."[24]

Further evidence of the value of early education came in a monograph from the Society for Research in Child Development, *Lasting Effects of Early Education.*[25] This report, described as "the single best knowledge synthesis of two decades of concerted educational effort on behalf of disadvantaged children," made further analyses of data reported in 1979 under the title, "Lasting Effects After Preschool." The 1982 conclusions: Children who attended preschools were significantly more likely to meet their elementary school's requirements; they surpassed their controls on the

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Stanford-Binet intelligence test for several years after the early childhood program had ended, they were more likely than were controls to give school or work accomplishments as reasons for being proud of themselves; and mothers of early childhood graduates were more satisfied with their children's performance than were mothers of control children, and held consistently higher occupational aspirations for their children. All good news in a year when good news was scarce.

California won, at least for 1982, its long fight against the exemption of church-related nursery schools and child care centers from the state's licensing requirements. The battle was spearheaded by the California AEYC Public Policy Committee and the state's unusual and effective Children's Lobby, with the help of many church-related workers who opposed the exemption.

In recent years the effort to exempt church centers from regulation has been fought in several states: Iowa, Texas, Virginia, North Carolina, Alabama as well as California. The question took on nationwide significance in 1982 in light of the surprise findings of a survey conducted by the Child Advocacy Project of the National Council of Churches. Over 25,000 congregations responded, revealing the startling news that more than 14,000 of them had child care programs serving more than 500,000 children. The discovery that churches were such major providers of child care led leaders of the Child Advocacy Project to say: "We feel strongly that the churches have a role in ensuring quality child care" — the opposite of fleeing from regulation.

Mississippi: On December 21, 1982, a Special Session of the Legislature, under strong prodding from Governor William Winter, voted to make free public kindergartens mandatory beginning in the fall of 1986, with provision for some to start a year earlier. Forty million dollars were authorized but not yet appropriated.

Kindergartens made news in several states. **Kentucky** feared it might lose state support because its kindergartens are a separate line item in the budget, an easy target for cutbacks in hard times. Thanks in large part to the Kentucky Association on Children Under Six kindergarten funds were saved *and* there was a bonus: KACUS so impressed the governor with its data that he recommended making kindergartens mandatory! **Portland, Oregon,** also faced with money pressures, came up with similar good news. The school board announced that kindergarten and prekindergarten programs would continue no matter what, even if activities such as sports had to be dropped! **Mississippi,** the one holdout with no state kindergarten funds, made progress. A prokindergarten bill was introduced in the legislature, this year with the governor's blessing. Much statewide support was mobilized by the Mississippi Association on Children Under Six, but the bill did not pass. **Hawaii,** to aid teachers to individualize instruction, voted $1.8 million for developmental assessments of all entering kindergarten children. *In many states* the quality of kindergartens remained a cause for anxiety. One quote: "We really know how to push and test. Our children are pushed into first grade already reading. Some kindergartens allow only ten minutes for play."

Standards and regulations suffered setbacks in some states and made gains in others. In **Oregon,** because of lack of funds, family day care homes had only voluntary registration and no monitoring. Bad news, too, from **Kansas,** where child care center regulations were revised downward: one teacher to 12 threes-to-fives instead of 1 to 10; and 24 to a classroom instead of 20 — the result of pressure to squeeze in more children bringing more money along with them. **New Jersey** developed licensing for infant and toddler centers for the first time. **Missouri,** also for the first time, licensed groups open for more than four hours a day, and established standards for the directors of such centers. **Delaware** set up a separate Division of Children's Protective Services to focus on day care centers and foster care. **Maryland** ended dual licensing by both Health and Education, putting the full regulation of all private child care centers in the hands of the State Board of Education.

The preparation of teachers received attention in several states. **Alabama** established its first doctoral program in early childhood, at the University of Alabama in Birmingham. **Virginia** adopted new teacher certifications: in early childhood, defined as nursery-kindergarten-grades 1 – 4, and middle childhood, grades 5 through 8. In **Louisiana** certification for teachers of the preschool handicapped was approved through special education and through the early childhood programs of home economics majors. **Arizona,** in an antischool mood, allowed parents to teach their children at home without permission from a school board. No curriculum was prescribed nor any minimum number of hours of instruction. Those teaching at home needed only to pass a test in basic skills such as math, spelling, grammar.

Happenings in early childhood

New projects abounded in 1982. Fortunately there was no recession in ideas or energy. **Temple University** became the center for the archives of the Child Development Associate program, providing access to documents from the beginning of the CDA idea in 1970 on. **Bank Street College of Education** launched The Fatherhood Project, described as "the first national and international effort to encourage the development of new options for males in childrearing." The **Children's Defense Fund** began the *Head Start Monitor*, a quarterly newsletter keeping track of changes in the program, available only to *CDF Reports* subscribers. The **Illinois** and **New England AEYCs**, concerned about the proliferation of job titles in work with young children, and the emphasis the titles put on places of work rather than on the skills needed for the job, recommended in the September *Young Children* a uniform nomenclature for all: "Early childhood program director, early childhood teacher, early childhood assistant teacher, and early childhood assistant." **Texas** created a new organization and won a major victory, wiping out a state constitutional ceiling of $80 million as the maximum the state could spend on welfare. This inflexible limitation, primarily affecting AFDC, created great hardship as the state's population grew. More than 40 organizations, including the Texas AEYC, formed **Citizens Concerned for Children**, raised $80,000 in campaign funds, maintained a full-time office in the state capital, set up a speakers' bureau, *and* succeeded in passing— with 65% of the public vote—an amendment setting a more generous and more flexible ceiling, 1% of the state budget. The hope was that Citizens Concerned for Children might become a permanent advocacy group, taking on a variety of children's issues.

Health notes

Infant mortality decreased from 12.5 to 11.6 deaths per 1,000 live births for the twelve months ending January 1982, a welcome 6% drop. The sad news: The United States still ranks far down the scale in comparison with other western countries. There was also a victory in the fight against **measles**. For all practical purposes we reached the goal audaciously set in 1978 of eliminating measles as a domestic disease by October 1, 1982. On the target date only three small clusters of the disease existed in the United States. Outbreaks will still occur because measles can be brought into the country by immigrants and travelers, but indigenous measles seemed licked. **Auto accidents,** the number one killer of children under five, were the target of a letter to 31 governors from the National Transportation Safety Board, urging them to make safety seats mandatory for children under five. Nineteen states — Tennessee became the first in 1978 — had such legislation. According to the Safety Board 90% of the child deaths in auto accidents — 1,300 in the past two years — could have been prevented by the proper use of safety seats.

In October the House of Representatives overwhelmingly voted to establish a Select Committee on Children, Youth and Families. The bill had been introduced by Rep. George Miller, joined by 230 cosponsors from both political parties, with strong support from NAEYC, CDF, and several dozen other organizations. Many friends of young children regarded the creation of the select committee as one of the significant advances of 1982. They saw the committee as an excellent means of gathering evidence on how children and families fare in 1983, and as a forum for the expression of concerns about children and families. The Children's Defense Fund also looked ahead to 1983. In November it proposed a specific piece of legislation — the Children's Survival Bill — to be introduced in Congress early in 1983. Title I of this eye-catching innovative measure strengthens child welfare services, Head Start, Title XX child care, the child care tax credit, the education of handicapped children, and AFDC. Title II proposes tax reform measures and reductions in nonessential military spending, adding up to savings greater than the costs incurred by Title I. The fate of the bill was, of course, uncertain, as well as the state of affairs in 1983. Even staunch administration supporters made few rosy predictions for an economic turnaround. The financial difficulties of states and local communities seemed unlikely to improve greatly. The administration's commitment to military spending and to tax cuts was as strong at the end of 1982 as at the beginning. There was a lot to worry about. A select committee, a Children's Survival Bill, any way of spotlighting crucial child development issues, was likely to be needed. In *A Look at 1983* I will try to record whether we went from bad to worse or bad to better.

NOTES

1. Sponsored by SRCD Committee on Child Development and Social Policy, 2025 Eye St., N.W., Washington, DC 20006.
2. 1834 Connecticut Ave., N.W., Washington, DC 20009. For presidents and public policy chairpersons of NAEYC Affiliate Groups. Available on request to other interested individuals.
3. Quarterly, for the Bush Programs in Child Development and Social Policy. For subscription information write Matia Finn, Ph.D., Editor, Box 11A Yale Station, New Haven, CT 06520.
4. Monthly, 1520 New Hampshire Ave., N.W., Washington, DC 20036.
5. CDF, 1520 New Hampshire Ave., N.W., Washington, DC 20036.
6. CDF.
7. "Trends in Child Care Arrangements of Working Mothers." U.S. Government Printing Office, Washington, DC 20402.
8. CDF. *Employed Parents and Their Children: A Data Book*.
9. Child Care Information Service, Box 40652, Pasadena, CA 91104.
10. *A Resource Guide to Child Care Benefit Plans,* Santa Cruz County Children's Commission, Santa Cruz, California; *Business Incentives for Providing Child Care as a Benefit to Employees: Sources of Information,* NAEYC, Washington, DC; *Child Care Assistance: Issues for Employer Consideration,* Hewitt Associates, Lincolnshire, Illinois; *Employer-Sponsored Child Care: An Assessment,* by Dorothy Hewes, San Diego State University, San Diego, California; *Employer-Supported Day Care in Appalachia,* by Leo Fishel, University Research Corp., Washington, DC; *Employers and Child Care: Establishing Services Through the Workplace,* Women's Bureau, Department of Labor, Washington, DC; *Industry and Child Care Bibliography,* Boulder Child Care Support Center, Boulder, Colorado. Also a rental VHS videotape or slide/cassette tape on *Employer Support for Families with Child Care Needs,* by Jan Lockwood Fischer, 1700–39 Ashe Rd., Bakersfield, California.
11. NAEYC, 1834 Connecticut Ave., N.W., Washington, DC 20009.
12. *Preprimary Enrollment 1980,* by Milton Chorvinsky and *School Enrollment of 3- and 4-Year-Olds by Race/Ethnic Category,* by Gerald Kahn. Washington: National Center for Education Statistics, 1982.
13. *Education Week,* November 17, 1982.
14. PCPI, Box 31335, Phoenix, AZ 85046; PCPI, 481 Queens Ave., London, Ont. N6B 1Y3.
15. Ben Spock Center for Peace, 711 G St., S.E., Washington, DC 20003.
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19. National Center on Child Abuse and Neglect, Box 1182, Washington, DC 20013.
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22. *Marital Status and Living Arrangements: March 1980*. Current Population Reports Series P-20, No. 365.
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A LOOK AT 1983

Nationwide accreditation project under way for early childhood programs

In 1983 the government of the United States took no major initiatives to expand this country's commitment to young children: not President Reagan, not the Secretary of Health and Human Services, not the Secretary of Education. Nor did they, except in one instance, take any leadership in strengthening existing programs. Washington officialdom was not where the action was. One had to look elsewhere for early childhood developments.

NAEYC was one source of news. In 1976, speaking at NAEYC's 50th Anniversary, the association's first President, Lois Meek Stolz, had said: "The big job is to raise the quality of all of our programs for children. I won't be around in person but, if you don't work on quality, 50 years from now I will come back to haunt you." In 1983 the National Association for the Education of Young Children got in good licks for quality, a concern that was on the minds of many throughout the year.

In the November *Young Children* the association's Center Accreditation Project spelled out the details of the "Criteria for High Quality Early Childhood Programs." Still in draft form, the statement was based on research on the elements that make a center run; on the experience of NAEYC members; and on ideas from an invited group of 250 early childhood specialists. The final draft of the "Criteria" was scheduled to go to the NAEYC Governing Board in July 1984, following further reactions from members and from a review panel. Once adopted, the "Criteria" will form the basis for a nationwide, voluntary accreditation of early childhood programs — the first such accreditation ever, a highly significant venture.

The Center Accreditation Project also made a dramatic proposal, calling for the establishment of a new organization, a National Academy of Early Childhood Programs. Membership in the Academy would be open not to individuals but to early childhood centers serving children from birth through age five, and five- to eight-year-olds before and after school. To win membership in the Academy a center would first go through a period of candidacy. If it then met the "Criteria for High Quality Early Childhood Programs," it would be designated as an "Accredited Program" — a welcome stamp of approval.

In 1983 NAEYC reached an all-time membership high, 38,484; it also increased the number and size of its Affiliate Groups.[1] In its Annual Report NAEYC referred to itself as having "matured to a prestigious, respected professional association." It clearly was aware that it had clout, which it was prepared to use on behalf of quality.

Quality in the spotlight

Strident, anxious cries about the quality of the schooling that lay ahead of 1983's young children were heard throughout the year. Elementary education and high schools especially were clobbered with criticisms. In April the **National Commission on Excellence in Education,** appointed by the secretary of education, issued *A Nation at Risk: The Imperative for Educational Reform*. The commission declared that "a tide of mediocrity" had "devastated public education." It described the quality of teaching as "woefully inadequate." It accused schools of "pandering to students" and warned that "history is not kind to idlers." The commission summed up the sorry state of affairs this way: "If an unfriendly foreign power had attempted to impose on America the mediocre educational performance that exists today, we might well have viewed it as an act of war." These had to be frightening words if you cared about the young children who were facing twelve years of such schooling.

In September the **National Science Foundation** issued a report almost as harsh, *Educating Americans for the 21st Century*. Looking at math and science education, it warned that today's children were in danger of becoming "stragglers in the world of technology."

The **Carnegie Foundation for the Advancement of Teaching** also published a critique, *High School: A Report on Secondary*

Education. While troubled in particular by the way English was being taught, its overall analysis was less brutal. It noted "the miserable working conditions for teachers, who feel powerless, overworked, unappreciated" but it said "there are As as well as Fs among schools." One estimate: "10 – 15% of students get an outstanding education."

These reports, and others in the year's crop, were brimming with bright ideas on how to improve public schooling: Increase the school day to seven hours . . . lengthen the school year to 200 – 220 days . . . develop a Master Teacher's program that recognizes and rewards excellence . . . pay Master Teachers up to $40,000 a year . . . increase all teachers' salaries by 25%, plus inflation, over the next three years . . . pay science and math teachers a salary differential . . . make the mastery of English the first goal . . . insist on three years of math, science, and the social studies plus a half-year of computer science . . . assign more homework . . . have stricter discipline. . . . [2]

Child advocates, whether working with young children or older ones, had to be glad schooling was so much in the spotlight. There was skepticism, however, about whether changes would actually take place. The roadblock: The recommendations cost money. One report estimated its tab at $1.5 billion the first year and $5 billion over five years. The National Commission on Excellence in Education, appointees of the Department of Education, thought money was a problem to be solved by state and local officials: "They have the primary responsibility for financing schools." Other reports stressed the need for the federal government to play an active, supporting role. President Reagan's response in one of his Saturday morning radio talks: tuition tax credits, school prayer, and no more Department of Education.

Another solution — Good old-fashioned discipline?

The President passed on still one more way of improving quality in schools when he spoke in Indianapolis in December at a three-day National Forum on Excellence in Education. His advice: "Restore good old-fashioned discipline." In fact, a lot of "old-fashioned discipline" was around. Only four states — Hawaii, Massachusetts, Maine, and New Jersey — prohibited corporal punishment in schools. A Florida study revealed that on about 200,000 occasions in 1983 a Florida school official hit a child with hand or a wooden paddle. It doesn't soften the blow any to know that Texas spanked more children, or that Tennessee paddled a high percentage of its children. Whether all this produced better education wasn't studied.[8]

State licensing update

Quality of group care was affected by changes in licensing provisions in several states. **New Jersey** regulations governing child care centers for children under two and a half years of age went into effect. In **California,** as an economy move, Governor George Deukmejian had proposed the elimination of family day care licensing. Strong pressure from friends of children led the governor to reverse his stand. He ended up approving an appropriation $3.4 million higher than in 1982. In **Kansas** the impact of new regulations that took effect in May was to threaten quality. The new rules set the upper size for a preschool group at 24 instead of the previous 20; set teacher-child ratios for preschoolers at 1 to 12 instead of 1 to 10; and removed the requirement for outdoor space for half-day preschool groups.

In some states quality was advanced because no change was made. **Arizona** and **New Mexico** both defeated efforts to exempt church-sponsored child care centers from state licensing. **California,** where exemption bills pop up in every session, also again defeated the attempt. **Arkansas** was not so fortunate. Over the strong protests of early childhood leaders and speakers for many churches, Arkansas passed a bill exempting church centers from state licensing. A court case then challenged the law on the grounds that it denied equal protection to some of the children in the state. One interesting twist: Arkansas had to hire a private attorney to represent it because the Attorney General, who had previously called the exemption bill unconstitutional, refused to defend it. **Virginia,** which exempted church-sponsored centers in 1979, also had an appeal going through the courts. In Virginia non-church operators were suing on the grounds that the unregulated church programs had an unfair competitive advantage.

In 1955 **Missouri** passed the first law exempting church-run programs from licensing. Since then nine other states have followed suit, with the issue always accompanied by highly emotional arguments. A 1983 statement by an exemption supporter: "We recognize only Jesus, so we cannot accept any ecclesiastical or government control," by the Reverend Greg Dixon of the Indianapolis Baptist Temple, President of the Indiana Moral Majority. A 1983 statement by an opponent of exempting church centers: "We don't think there is a religious freedom issue involved, and exemption is not in the best interests of children," by the Reverend Eileen Lindner, director of the Child Advocacy Office of the National Council of Churches of Christ.[4] At its Atlanta meeting NAEYC also went on record: "NAEYC firmly believes that all forms of supplementary care of young children should be licensed and that exemptions should not be permitted. Whenever a single program or group of programs is exempted or given special treatment, the entire fabric of licensing is weakened."

Church involvement in child care significant

The significance of exempting church-sponsored programs from licensing became very apparent from a report issued in 1983 by the Child Advocacy Office of the National Council of Churches of Christ. A questionnaire sent to 90,000 churches uncovered the surprising total of 14,589 church-affiliated programs, making churches the group most involved in the child care field, apart from family day care providers.[5]

A second, more detailed questionnaire to one-fourth of the programs revealed the extent of the subsidy to child care being provided by churches. Fifty-one percent of the churches made their buildings available without cost; 33% provided either free secretarial or custodial services or utilities; 47% contributed cash as well as services. About 18% of the programs served only poor families; over one-fourth served more than 50% minority children. One percent of the programs were restricted to church members; 9.7% engaged in some religious education. Two impressive figures: 68% of the directors and 67% of the teachers held degrees in early childhood education.[6]

Recognizing the involvement of churches in child care, the Council's Child Advocacy Office (475 Riverside Drive, New York 10115) began publication of a free quarterly, the *Ecumenical Child Care Newsletter*, for directors of church-located programs.

Speaking of child care — bills, reports, and surveys

It used to be said only about the weather: Everyone talks about it but no one does anything about it. The same could be said about day care. The U.S. Bureau of Labor Statistics released more figures, this time showing that almost half of all mothers of children under six had full- or part-time jobs in 1983. A census study showed that an additional 1.6 million mothers would like to work if they could afford child care. Newspaper feature stories and magazine articles discussed the need. One headline: "There's Nobody Home." Bill after bill was introduced in Congress. Even the American Bar Association (!) passed a resolution calling for state and federal legislation "to make quality child care available and affordable." But the *status quo* of child care remained as always. (Loosely translated *status quo* equals "the mess we're in.")

Symbolic of the "strides" in day care taken in 1983: the U.S. Senate, 50–31, voted $20,000 — loudly affirming it a one-time appropriation — as start-up money for a day care center for 40 to 50 children of Senate employees to open January 1, 1984, in a Senate Office Building. The funds were for furniture, playground equipment, basic supplies, and for salaries. No one should ever again accuse our senators of being spendthrifts! The argument that carried the day came from Senator Mathias: "A worksite center is the best response to the needs of working parents . . . " (often true) . . . "particularly when the center is parent-supported . . . " (seldom true).

One study indicated that administration budget cuts had eliminated child care for at least 150,000 low-income children. The administration's positive efforts on behalf of child care continued to be animated (if that is not too strong a word) by the hope that good child care could be provided privately, through parents' and employers' funds. The White House Office on Private Sector Initiatives held meetings in five cities for business executives to promote employer-sponsored child care. A government survey of the extent to which businesses were responding showed "only a minuscule number" — about 415 employers in 1982, perhaps as many as 600 in 1983.[7] A privately funded survey of the extent to which local and state governments had been able to involve private businesses in meeting child care needs found "only a minute fraction" of businesses involved.[8]

Among the many bills relating to child care introduced in Congress: S.4 (Cranston) authorized $200 million to fund centers, and S.2142 (Hollings) authorized $500 million to be added to the Social Services Block Grant earmarked for child care. There was also S.888 (Durenberger, Packwood, Hatfield), the Women's Equity Act, and its counterpart in the House, H.R. 2090 (Schroeder); H.R. 1991 (Conable) to expand the child care tax credit, and H.R. 2093 (Mikulski) to make the tax credit refundable to families who pay no income tax. S. 1380 (Hart) and H.R. 2242 (Mikulski) proposed the establishment of 100 Information and Referral Centers, and S. 2078 (Hatch and Hawkins) authorized $15 million start-up money for state-run Information and Referral Centers. S. 1531 (Riegle and Pell) and H.R. 3978 (Schroeder, Burton, Ferraro) called for $15 million for school-age child care. Kaptur of Ohio proposed a $30 million authorization for a Public Housing Child Care Demonstration project and S. 241 (Hawkins) called for funds to encourage hospitals to establish child care centers for their employees. There was also H.R. 1603 (Ferraro and many others) and its Senate counterpart, S. 572 (Dodd and many others), the Children's Survival Bill developed by the Children's Defense Fund. An optimist could hope that out of all this sound and fury some action sometime might emerge.

An amusing note

One child had a windfall in 1983, a California five-year-old. The youngster received what her mother described as a "barrage" of mail, inviting and urging her to apply for credit cards from Sears, The Diner's Club, Montgomery Ward, Shell Oil, and several other companies. Three of the letters said the application had been "pre-approved" because of her excellent credit record! Questioned for an explanation of the letters, a spokesman for Montgomery Ward said with a straight face: "Gee, we usually wait until the applicant is six."

Looking at paid infant-care leave

A new-to-the-United States approach to the day care of infants surfaced in 1983: Make it easy and possible for working mothers to care for their own babies. This "revolutionary" idea was presented by Edward Zigler and Susan Muenchow of Yale in the January

American Psychologist. Several troubling facts led to the proposal. 1) In 1983, 41% of mothers of children under age one were in the labor force. 2) These mothers tended to hold low-paying jobs. 3) Infant day care was frequently half again as expensive as preschool care, ranging often from $3,000 to $4,000 a year. 4) High-quality infant day care was in short supply. Zigler and Muenchow also cited as worrisome questions about group care for infants: the impact on their health and the possible psychological harm not only to the infants but also to mothers and families.

The specific proposal: Fully paid maternity leaves for four weeks prior to a child's birth and for six weeks following. Then part-paid leave up to a total of six months, to be taken by either parent. The ideas moved from article form to a proposal to foundations for funds to study "the feasibility of paid infant-care leaves," including the possible financial mechanisms and a look at how the 25 countries that do have statutory maternity leave policies handle the matter. The proposal had the backing of a "Blue Ribbon Committee" made up of T. Berry Brazelton, Urie Bronfenbrenner, Wilbur Cohen, Betty Hamburg, Jerome Kagan, Sheila Kamerman, and other specialists.

A year of survival

The year's most sought-after Christmas present: Cabbage Patch dolls, complete with adoption papers. Shopping riots in which parents suffered broken bones and bruises galore erupted. Some frantic parents flew from the U.S. to London where the dolls reportedly were available. Many, however, had to face the stark reality of what was called a "December dolly deficit."

Beginnings, a quarterly magazine for teachers, was born in 1983, published by Roger Neugebauer, Editor of *Child Care Information Exchange* (Box 2890, Redmond, WA 98052.) At the opposite end of the age scale: **Dr. Seuss,** author of 82 books which have sold more than 100 million copies, celebrated his 80th birthday . . . **Abigail Eliot,** founder in 1922 of the country's first nursery school, the Ruggles Street Nursery School of Boston, now the Eliot-Pearson Children's School of Tufts University, celebrated her 90th birthday . . . and **Lois Meek Stolz,** NAEYC's first president, her 92nd.

The National Institute of Child Health and Human Development marked its first 20 years of operation. NICHD was authorized by President Kennedy to "launch a concentrated attack against the disorders of human development." Dr. Mortimer B. Lipsett, NICHD Director, reporting on Institute-funded research that ranged from prenatal studies through adolesence claimed: "Children in America have never been healthier."[9]

The Society for Research in Child Development celebrated a 50th Anniversary at its Biennial Meeting in Detroit in April. SRCD's beginnings go back to 1922–23 as a subcommittee of the National Research Council. By 1933 research in child development had grown so much that a new organization, separate from the National Research Council, was warranted.

One organization, swamped by financial problems, closed its doors, the Day Care Council of America. A new pro-child care advocacy group came into being, the **Child Care Action Campaign** with Elinor Guggenheimer as president and ex-President Gerald R. Ford as Honorary Chairman. One of its opening efforts: An article by President Ford in *Parade Magazine,* October 23: "It's time for the nation's men to take a more active part in the crusade for improved child care."

The **U.S. Department of Education,** thought to be at death's door, survived despite President Reagan's oft-stated intention to abolish it and despite Secretary Bell's conviction that his department was not really necessary.

Other developments: The ERIC Clearing House on Elementary and Early Childhood Education, funded by the National Institute of Education, had its life extended through February 1986. (ERIC's *Newsletter,* College of Education, University of Illinois, Urbana, IL 61801. 5 issues) . . . *Report on Preschool Education* changed its name to *Report on Preschool Programs* (1300 N. 17th St., Arlington, VA 22209. Biweekly.) . . . The Children's Defense Fund changed its address to 122 C St., N.W., Washington, DC 20001. Among its publications: *CDF Reports,* monthly.

Public education for fours—
Controversy continues

Public education for four-year-olds made headlines early in 1983. Gordon M. Ambach, commissioner of education of New York State, suggested changes at both ends of the public school structure: beginning school at age four, and gradually phasing out the 12th year of high school.

John Goodlad, UCLA Professor of Education, following an intensive study of the nation's schooling, recommended that children begin school "on their fourth birthday" and that secondary schooling stop and a completion certificate be awarded at age 16.[10] In Arizona the Governor's Committee on Quality Education, in a report to Governor Bruce Babbitt, became another supporter of beginning kindergarten at age four. Both the Goodlad and Arizona recommendations came late in the year after the controversy about fours had peaked.

Advocating public education for fours was not a new idea. In 1971 Wilson Riles, then Superintendent of Public Instruction in California, fought hard but unsuccessfully for the idea. In 1976 Harold Howe II, one-time U.S. commissioner of education and professor of education at Harvard, then vice-president of the Ford Foundation, threw his prestige behind a proposal similar to Ambach's: Drop off the last year of high school and use the money instead for public child care centers.[11]

Nor was actually providing public schooling for fours a new idea. Maryland, Oklahoma, and Pennsylvania had state-supported four-year-old groups,[12] and in New York 6,000 fours were in that state's Experimental Prekindergarten Program.

The Ambach proposal, for reasons not clear, stirred much debate in the press, and on TV and radio talk shows. His plug for fours stemmed in part from a concern for equality of educational opportunity. Ambach noted that almost 70% of the fours in groups came from families with incomes over $25,000. However, the argument centered less on whether fours should go to school and more on what kind of school. Ambach was persuaded that "children do now in kindergarten what they used to do in first grade, and what they do now in prekindergarten is what they used to do in kindergarten." He called for a structured program that would stimulate the cognitive development of today's presumably more advanced children. Headlines asked: "Academics at Four: Should We Demand More?"

Math and reading for babies?

The tone of the Ambach proposal was in line with what *Newsweek*, March 28, described as a nationwide drive to produce "Super Babies." *Newsweek's* cover featured a two-year-old playing a cello. The magazine reported that "Gymboree" classes for infants and toddlers were on the increase; the Suzuki schools, teaching violin playing to children age two on up, were popular; that computer games, if advertised as "educational for preschoolers," were good sellers; that Glenn Doman's various books—*How To Teach Your Baby To Read* (1964), *Teach Your Baby Math* (1979), and *How To Multiply Your Baby's Intelligence* (1983) were favorites. *Newsweek* wrote of the "new ABCs for parents: Anxiety, Betterment, Competition." T. Berry Brazelton unhappily commented: "Everyone wants to raise the smartest kid in America." Burton White, in his Center for Parent Education *Newsletter*, felt called on to warn parents of the hazards of infant water intoxication, registering "substantial concern over infant swimming lessions."

By year's end Commissioner Ambach had not submitted a specific proposal to the New York state legislature. It seemed likely that in New York and in most states financial pressures would keep public groups for four-year-olds—child-centered or book-centered—grounded.

Child care for fours an international research project

Four-year-olds and their care at home and in groups were designated as the subjects of an extensive international research project scheduled to begin in summer 1984. The High/Scope Educational Research Foundation (600 North River St., Ypsilanti, MI 48197) was invited by the International Association for the Evaluation of Educational Achievement to be the U.S. National Research Center for a cross-national study in 21 developed and developing countries. The focus of the study: the expectations and preferences of parents on out-of-home care for fours, the major features of the care and education fours actually receive, the immediate well-being of fours in their own homes and in out-of-home settings, and the impact of these experiences on children's later adjustment. Among the research strategies: a national survey of parents of four-year-olds and of child care and education providers, in-depth studies including interviews and observations in selected homes and groups, testing of children's later social competence and success in school. Data from the United States will be pooled with that from other countries, culminating in a series of international publications scheduled for 1992.

The International Association for the Evaluation of Educational Achievement, founded in 1958, had previously surveyed school achievement in academic areas. The investigation of fours represented IEA's first venture into early childhood research, "a sign of the growing international importance of the field in national educational policies and as a vehicle for social-economic change."

What kind of programs for fives?

The best kind of school for fives was also a hot issue. In **Minnesota** the Early Childhood Teacher Education Association was "so disturbed by developmentally inappropriate curriculum and materials" in kindergartens throughout the state that it appointed a task force "to describe the uniqueness of the kindergarten experience and alternatives to current practices." A report from **Kentucky** said: "Two workbooks in a 2 1/2 hour kindergarten session, with a maximum of 10 minutes of play, are not uncommon." **Tulsa, Oklahoma,** until 1983 one of the rare school systems with a Kindergarten Department in its Administration, closed down the department and, over the opposition of most of the city's kindergarten teachers, introduced a structured, workbook-reading-circle method of teaching reading. Teachers responded by creating an Early Childhood Information Coalition, to build public understanding of fives and the place of reading in their lives.

Although it looked like a different question, the nature of a good kindergarten program was also at the bottom of another 1983 issue: the half-day versus the full-day kindergarten.[18] In Illinois 21 school districts began trial full-day programs. New York City plunged ahead, jumping up the number of full-day children from 8,000 to more than 50,000. Valid social reasons supported the full-day kindergarten: the problem working mothers faced in arranging child care following a half-day school; the number of latchkey children for whom no care was provided; the hours half-day children spent at home with TV. However, the most compelling reason for a full day of school seemed to be the urge to get fives ready to read. The winning argument for New York City's big move toward full-day kindergartens: "They allow students more time for hard-core learning activities in reading, math and writing."

Successes for young children

Success stories relating to young children seemed like scarce events. The progress in requiring automobile safety seats for young children was a major exception. In 1977 Tennessee passed the first such law. For a while only a few states followed: Rhode Island in 1980; Kansas, Massachusetts, Michigan, New York, North Carolina, and West Virginia in 1981. Then the idea snowballed. In 1983, 21 states passed safety seat legislation, bringing the total number to 41 states . . . and saving many young lives (*if* the laws are enforced).

Another success was the spread of *in vitro* fertilization, a boon to couples who wanted children but who were stopped because the woman's Fallopian tubes were missing or irreparably blocked. The first "test-tube-baby" was born in England in 1978. The first U.S. baby was born at the *in vitro* fertilization clinic of the Eastern Virginia Medical School in Norfolk in 1981. Since then the number of clinics and the number of births — 40 U.S. "test-tube babies" were born in 1983 — have grown so that only the unusual made the headlines . . . like the first U.S. test-tube twins born March 24 on Long Island, New York, and the first test-tube triplets, born in Australia on June 8.

Still another success: Six states have followed the lead of **Kansas** in establishing Children's Trust Funds allocating money for child abuse programs. Kansas passed its law in 1980, placing a $7 surcharge on each marriage license (and generating about $130,000 each year for its fund!). Virginia, Washington, Rhode Island, and Iowa have since gone the same route. California put a surcharge on birth certificates, and Michigan allowed taxpayers to designate up to $2 of their state income tax refund to a Children's Trust Fund. The idea of Children's Trust Funds originated with the National Committee for the Prevention of Child Abuse. State NCPCA chapters were trying to spread the idea to still other states.

Blemishes marred what should have been another tale of success, the plummeting of infant mortality rates. According to Dr. Mortimer B. Lipsett, Director of the National Institute of Child Health and Human Development: "Each year more infants live to celebrate their first birthday in good health. From 1961 to 1981 infant mortality has been cut nearly in half." One blemish on this record appeared in 1983 in cities and states where unemployment was highest and where cutbacks in maternal and child health programs were particularly severe. Michigan, for example, reported an increase in infant deaths from 12.8 per 1,000 live births to 13.2. Some parts of Detroit reached an infant death rate of 33 per 1,000 live births, ruefully described as "the same as in Honduras."

The second blemish, not new but not always recognized: the disparity between the infant mortality of Black and White babies. Public Advocates, Inc., a San Francisco public interest law group, examined infant mortality rates in 45 cities. While the overall trend was improving the study uncovered this slippage: In 1950 the Black infant death rate was 61% higher than the White rate; in 1979 the Black death rate was 91% higher!

Another success story—Head Start

Head Start celebrated its 18th birthday in 1983—a surprise to any who through Head Start had existed since year one, and a surprise to many that the program had managed to survive so long. One reporter called Head Start "the miracle program," because of its durability as well as for its results. It was the exception that had official administration blessing.

The Department of Health and Human Services, under which Head Start operates, got a new secretary in 1983, Margaret Heckler replacing Richard Schweiker, who resigned. One of the new secretary's early statements at the April meeting of the National Head Start Association: "I don't believe in changing a good thing." Heckler went on to say the Head Start's successes gave the program priority status whenever there was talk in Washington of cutting the federal budget.

Additional evidence of the program's success came from the preliminary analysis by an organization called CSR, Inc. of more than 1,500 Head Start studies from 1965 to 1983: "One persistent, consistent and clear-cut finding was that Head Start produces substantial gains in children's cognitive and language development" and another: "The most needy children appear to benefit the most." The analysis also indicated gains in social and emotional development, and especially in children's health and dental care, and in immunization coverage. The report on immunizations was especially welcome in light of an announcement from the Centers for Disease Control that almost 40% of children ages one to four had not been immunized against childhood diseases. Head Start youngsters were the lucky ones. The final CSR, Inc. report will be published in 1984.[14]

Increase in handicapped enrollment

Head Start, required by law to include 10% handicapped youngsters, continued to exceed that quota. In 1981, the last year for which figures were available, the handicapped made up 12.3% of enrollment, up from 12% the year before. Only 31 out of 1,766 programs served no handicapped children. Head Start claimed to be "the largest program including handicapped children in group experiences with the non-handicapped." One sad note: Head Start had only money enough to reach 23% of the eligible handicapped preschoolers.

Head Start's reward for its good work was the competition between the two Houses of Congress to be "generous" with the program. The House Appropriations Committee voted to add $62 million to the 1983 budget. The Senate Appropriations Committee approved an $87 million boost. The final increase, approved by both House and Senate and by the President, was $83 million, which brought Head Start's 1984 appropriation to $995 million. One result of the increase: An announcement by HHS that it hoped to add 29,000 more children to the approximately 400,000 Head Start served in 1983, an impressive figure but only about 20% of those handicapped by poverty.

CDA costs increase with federal funding cutoff

The Child Development Associate National Credentialing Program announced a "Development Campaign," an aggressive search for the money needed to enable the program to be independent of federal funding when its 1982 "three-year terminal grant" expired.[15] Increased candidate fees were turned to as one source of income. The costs of CDA candidates, raised from $30 to $125 in 1982, went up to $250 on November 1, 1983. Fear had been expressed that the higher charges would lead to a dropoff in the number of applications. No such loss occurred in 1983. Two thousand credentials were earned in the year, bringing the total of CDAs to more than 12,700, with several additional thousands in various stages of candidacy. Another sign of the vitality of the program despite its uncertain financial future: Twenty-seven states have written the CDA credential into their child care regulations.[16] Another great morale booster: In 1983 the CDA Program received its first corporate contribution, a small but welcome gift of $5,000 from Johnson and Johnson Baby Products Company.

In 1983 the program also received two specific federal grants, enabling it to pick up on programs that had been discontinued in 1982 because of lack of money. One was a six-month grant to complete the development of CDA competencies for Home Visitors; The second, a 17-month grant to develop competency programs for workers with infants and toddlers, and for family day care providers.

Childhood and culture theme at World Congress

The World Organization for Preschool Education, OMEP, Organisation Mondiale pour l'Education Prescolaire, held its 17th World Congress in Geneva, Switzerland in August. One thousand early childhood educators from 30 countries attended, including 86 from the United States. The theme of the Congress: Childhood and Culture, The Identity of Children Under Conditions of Social and Cultural Change. Bettye Caldwell, NAEYC President, was one of four keynote speakers. Among other U.S. participants: Joyce Huggins, President of the U.S. National Committee; Evangeline Ward, elected to OMEP's Executive Committee; Ella Jenkins, who "charmed the audience" into singing on International Night; Margaret Weiser, a member of the World Council's Program Commission. OMEP World Congresses take place every three years. The next meeting: 1986, in Israel.

Children's TV called "national disgrace"

Children's television was blasted for a new sin in 1983. Action for Children's Television (ACT) complained to the Federal Communications Commission that children's programs were "being converted into 'The Big Sell'—program-length commercials taking advantage of children's gullibility and inexperience, promoting sales of products under the guise of entertainment." The specific charges: that eight Saturday morning network programs were based on dolls or toys which were on the market before the programs featuring them were telecast; and that the TV programs were produced or sponsored by the companies marketing the products.

Newsweek, October 17, broadened the attack. In an editorial thinly disguised as news, it called "American kidvid a national disgrace." *Newsweek* blamed the dismal state on the FCC's hands-off policy. It charged the commission with letting the quantity and quality of children's TV be decided by the marketplace, giving up on government regulation. The result according to *Newsweek:* The cancellation or cutback of many prize-winning shows that did not attract enough commercials. "TVs most impressionable constituents have become victims of a form of child-abuse: a weekend-morning diet that causes severe intellectual malnourishment."

How could children's TV be improved? The commercial networks thought cable TV should take up the "kidvid slack," an idea that ACT predicted would "seriously discriminate against the poor." ACT's 1983 approach: An attempt (unsuccessful) to persuade the FCC to require a minimum daily amount of children's progamming, while recognizing that this begged the question of the quality of the shows. ACT's 1984 approach: "We're going to turn this Administration's negligent attitude toward the young into a presidential election issue." *Newsweek's* way of saying it: "The 'gender gap' may be joined by the 'kidvid void.' "

Chilling broadcast of "nuclear winter"

More than the quality of schooling was a concern in 1983. Television brought a stunning reminder that young children could face a future far bleaker than a "mediocre" education. Over 100,000,000 saw the ABC-TV movie "The Day After," portraying the "nuclear nightmare" for families in Lawrence, Kansas, after a bombing of Kansas City, 32 miles away. Before the showing advocates of a nuclear freeze had anticipated a strong boost for their position; supporters of the President's nuclear deterrent approach had been worried. If the post-showing polls were accurate, most viewers clung to whatever belief they held before seeing the movie. The fact remained, however: For three hours, in seven out of 10 households where the television was on, 100,000,000 sat and saw and thought about the wasting that war brings.

There was much discussion about what age children should be allowed to see the movie. Some youngsters who watched claimed, perhaps with child-like bravado, that the program wasn't as frightening as the horror movies they regularly see.

Scientist Carl Sagan, one of a panel discussing "The Day After" on ABC-TV following the showing, made a different comparison. He warned that the devastation shown in the movie was not nearly as gruesome as it would be in reality. Drawing on studies he, Dr. Paul Ehrlich, and other scientists had completed in 1983 on the atmospheric and biological effects of a nuclear war, Sagan used the chilling words, "nuclear winter." In a "nuclear winter" light and heat from the sun would be blocked out, temperatures would fall to subfreezing levels, lakes and rivers would be frozen to great depths, and food crops and marine life and surface water would be all gone. One bright note from the Sagan-Ehrlich studies: The ice age conditions would only persist for a few years . . . if there was anyone around to whom that mattered.

One frightening note: In December the Bulletin of the Atomic Scientists moved the hands of its "doomsday clock" from 4 to 3 minutes before midnight, the closest the clock had moved to "nuclear doomsday" since 1953. The reason: "The world has become increasingly militaristic. . . . There has been a failure to cut back or control nuclear weapons and a breakdown in communications."

Voices for children

If imitation is the sincerest form of flattery, the **House Select Committee on Children, Youth and Families,** established late in 1982, had reason to feel pleased. In 1983 it had not one but *two* "imitators" in the U.S. Senate. In June Christopher Dodd (D-CT) and Arlen Spector (R-PA), joined by 12 others, formed the **Senate's Children's Caucus.** In July more conservative Senators Jeremiah Denton (D-AL) and Dennis DeConcini (R-AZ), with 13 others, formed a second group, the **Senate Caucus on the Family.** Neither Senate caucus was established by legislative action, neither had special funds, but both planned hearings and public forums. So far as competition between themselves or with the House Select Committee was concerned, the prevailing attitude seemed to be: The more voices for children and families, the better.

The House Select Committee, chaired by George Miller (D-CA), had staff and some money at its disposal. It held Washington and regional meetings. At the opening hearing Chairman Miller spoke of the committee's goals: "It is my hope that those with the weakest voice will not become those with the weakest flame simply because they have no champion and no forum to make their case. I believe that we, this committee, will be that forum."

In June the committee published its first report. The document uncovered no new information but pulled together census data and facts about children and families from many other government sources. Two examples: "The most disturbing finding was the incidence of out-of-wedlock births, the increase in divorce, and the subsequent increase in single parenthood" and "The level of poverty among children, especially the children in single-parent families, is especially disquieting." [17]

More voices for children

The nation's governors added their voices to those speaking out for children. Under the leadership of Governor Joseph Brennan (D) of Maine, the National Governor's Association, in an unusual unanimous action, created a **Task Force on Children's Issues,** its first ever. The association followed up with a three-day symposium in July in Portland, Maine. The theme of the symposium: "America's Children Need Powerful Friends." [18] Attendees heard troubling news, including the fact that poverty had reached the highest level since the war on poverty began, with more than one child in five poor, and almost one of every two Black children.

In his keynote address Governor Brennan stressed that "a key problem in the efforts to help children is the lack of advocacy on their behalf." Responding, the governors unanimously went on record in support of such children's issues as sufficient minimum family income, equal access to health care, increased funding for the education of poor and disabled children, expansion of tax credits and increased monetary support for child care, and affordable and safe housing.

Whether the governors could do more than pass resolutions remained a question. Most faced financial difficulties because of the recession. All had additional headaches because of the Reagan effort to shrink the federal role in social services. Three 1983 reports documented the difficult situation in the states. A government study showed that the states had lost $6.6 billion in federal aid, with the cuts hitting social and child welfare services especially hard.[19] Princeton University's Urban and Regional Research Center found that states were unable or unwilling to fill in the gaps in federal aid, and listed child care, AFDC, Medicaid, and nutrition as the fields most severely hit.[20] The Children's Defense Fund, analysing the 21% cut in the Social Services Block Grant, showed that, among other losses, 32 states served fewer children in Title XX child care than in the preceding year; 23 states lowered their child care standards; 24 cut back on funds to train child care workers.[21] Commenting on President Reagan's enthusiasm for states' rights, columnist David Broder wrote that it wasn't clear whether the states were "the chief victims or the chief beneficiaries" of the Reagan approach. It was quite clear that children were not the beneficiaries.

State progress report

Many states faced up to important early childhood issues. Some made gains. Other states laid the groundwork for later victories.

New Jersey more than doubled — from $11 million to $23 million — its appropriation for preschool and early intervention services. It also mandated that all school districts provide such services for youngsters from birth up to age 5. New Jersey thus became one of 23 states requiring schooling for handicapped children under age 5 and joined four others — Nebraska, Iowa, Michigan, Maryland — in beginning services at birth.

Oregon also established a program of early intervention services for handicapped preschool children, including the requirement that school districts provide transportation services.

In the state of **Washington** a committee created by the legislature to review the entire system of public education in the state recommended that a state-funded preschool program for the disadvantaged and severely handicapped "be established at the earliest possible time."

Alabama boosted its kindergarten funds by 38%, sufficient to hire 420 additional full-time teachers. In addition, the Alabama Association of Early Childhood Teacher Educators was born, made up of staff from 11 colleges and universities.

Vermont, Nebraska, and **Hawaii** considered mandating that communities provide kindergartens, but all three turned the idea down. The Hawaii rebuff was hardly crucial; only 3% of that state's fives were not in kindergarten.

Delaware considered a different kindergarten issue. Every Delaware school district provides kindergartens so the debate was whether to make children's kindergarten attendance compulsory.

The **Vermont** legislature turned down a request by Governor Richard A. Snelling for $320,000 to start groups for children age three on up in selected school districts. The idea had the support of the State Department of Education and of an "Early Childhood Initiative White Paper" developed by it and by the University of Vermont's College of Education. Despite the turndown, the proposal formed the basis for a summer institute for teachers and administrators and for a statewide parents' conference. Anticipating better results in the future, Vermont adopted certification requirements for early childhood teachers.

Oregon refused to change its Elementary Certificate, which certifies teachers of children prekindergarten through grade eight. In neighboring **Washington** the legislative committee examining that state's schooling recognized that "teachers who instruct the very young require special training" and recommended a new Early Childhood (K–3) classification.

Organizing for political action

In economics and politics 1983 brought a mixture of good and bad news for families with children. The rate of unemployment fell from 10.8% to 8.2%, a decrease from 12 million to 9.4 million out of work. The inflation rate dropped markedly to under 4%. On the less pleasing side the federal deficit rose to $200 billion; the President signed a bill authorizing a record $249.8 billion for military spending; and the confrontational approach of the administration led many to feel deep anxiety about the country slipping into war.

The year ahead, the fabled 1984, election year, a chance for friends of children to influence the direction of events. Some 1983 developments laid the groundwork for this. More than 1,600 NAEYC members indicated their willingness to be included in the association's new, computerized match-up of members and congressional districts. This made possible targeted mailings telling members of developments in Congressional committees involving their representatives which needed their support or disapproval.

Another item: KidsPac, a political action committee organized to raise funds for friends of children in Congress, sent more than $75,000 as a "thank you" to child supporters on both sides of the aisle and in both houses of Congress.[22] And one more: The Census Bureau reported that the under-five age group was the third fastest-growing segment of the population, up 6.3% since the 1980 headcount. (Over-85s were 2nd; 35s to 44s first.) A growing population could translate into growing political strength.

Assuming that Planet Earth is still spinning in one piece, in *A Look at 1984* I'll record how successful the electioneering and other efforts were on behalf of children.

NOTES

1. Another steady gainer: membership in SACUS, Southern Association on Children Under Six, topped the 10,000 mark in 1983.
2. *A Summary of Major Education Reports,* 10 of them, was available from the Education Commission of the States, 1860 Lincoln, No. 300, Denver, CO 80295.
3. *Education Week,* September 28.
4. The June 13 Special Report of the *Day Care Information Service* provides an excellent summary of this issue. 8701 Georgia Ave., Suite 800, Silver Spring, MD 20910.
5. The Census Bureau, in its 1983 publication "Child Care Arrangements of Working Mothers," reported a decrease from 31.9% to 30.6% in the number of children in home care settings because of a reduced number of potential in-home caretakers. Nearly 15% of working women used group care arrangements, up from 12.5% five years ago.
6. See *When Churches Mind the Children: A Study of Day Care in Local Parishes,* by Lindner, Mattis, and Rogers. Ypsilanti: High/Scope Press, 1983.
7. *Report on Preschool Programs,* November 15.
8. "Government Initiatives to Encourage Employer-Supported Child Care: The State and Local Response," Center for Public Advocacy Research, Inc., 12 W. 37th St., New York, NY 10018.
9. "NICHD: Twenty Years of Progress," in *Children Today,* Jan/Feb 1983.
10. *A Place Called School.* New York: McGraw-Hill, 1984.
11. *Early Childhood Education — The Year in Review: A Look at 1976.*
12. In 1983 the Oklahoma State Department of Education published an excellent curriculum guide, *Beginnings: Early Childhood Education Prekindergarten Through 2nd Grade.*

13. The ERIC/EECE *Newsletter*, Vol. 16, No. 1, 1983 listed five new studies of half-day/everyday, full-day/alternate days, full-day/everyday scheduling. 805 W. Pennsylvania Ave., Urbana, IL 61801.

14. "Head Start Research: A New Chapter," by Raymond C. Collins and Donna Deloria. *Children Today*. July/August 1983.

15. The Program also began publication of *Competence, a newsletter for the CDA Community*. 1341 G St., N.W., Suite 802, Washington, DC 20005.

16. On teacher certification: ACEI, the Association for Childhood Education International, issued a Position Paper on "The Preparation of Early Childhood Teachers," May/June *Childhood Education*. Reprints from ACEI, 3615 Wisconsin Ave. N.W., Washington, DC 20016. NAEYC published *A Survey of State Certification Requirements of Teachers of Young Children*, by Bouverat, Skeen, and York. 1834 Connecticut Ave., N.W., Washington, DC 20009.

17. Available from the committee, 385 House Annex II, Washington, DC 20515. Also: *CDF Reports*, August/Sept. 1983 contains an informative interview with the staff of the committee.

18. Proceedings available from America's Children Project, Maine Department of Human Services, State House Station 11, Augusta, ME 04333.

19. *Federal Aid to States, Fiscal Year 1982*. Government Printing Office, Washington, DC 20402.

20. *The Consequence of Cuts: The Effects of the Reagan Domestic Program on State and Local Governments*. Woodrow Wilson School, Princeton University, Princeton, NJ 08544.

21. *Children and Federal Child Care Cuts*, Children's Defense Fund, 111 C St., N.W., Washington, DC 20001.

22. KidsPac, William W. Harris, Treasurer. 80 Trowbridge St., Cambridge, MA 02138.

Appreciation

I am indebted this year, as always, for help from so many friends who have supplied information or corrected misinformation or told me of stories to be included. This year especially: Roberta Bouverat, Bertha D. Campbell, Mildred Dickerson, Florence Foster, Jeanne M. Gilley, Judith Herr, Randy Hitz, Maurice Lucas, Joan Moyer, Marilyn M. Smith, Lois Meek Stolz, Alberta Siegel, Sara D. Taylor, and Mildred Vance.

EARLY CHILDHOOD EDUCATION
TWENTY YEARS IN REVIEW

A LOOK AT 1984

First, the good news

A major research study, widely reported in the press and in popular magazines, presented evidence that participation in "quality preschool programs" made a "significant difference" in the lives of disadvantaged children and led to "clear-cut economic savings" for states and local communities. The study, a 22-year, $3.5 million investigation, was carried out by the High/Scope Educational Research Foundation of Ypsilanti, Michigan, and titled *Changed Lives: The Effects of the Perry Preschool Program on Youths Through Age 19.*[1] One hundred and twenty-three Black children were followed. Fifty-eight of the youngsters had attended a "high-quality preschool" for two-and-a-half hours five mornings a week, either for one year at age four or for two years beginning at age three. The control group of 65 as in no group.

Impressive statistics

At age 19, the differences between the two groups were mindboggling. The ex-preschoolers had lower rates of juvenile crime (31% arrested or detained compared to 51% of the control group). More were employed (59% compared to 32%). More had graduated from high school (67% of the ex-preschoolers versus 49% of the control group). More had enrolled in colleges or vocational schools (38% versus 21%). Fewer were on welfare at age 19 (18% compared to 32% of the control group). And the ex-preschool girls had a teen-age pregnancy rate that was markedly less than their control counterparts.

Preschool programs receive raves

What was the "magic" behind those impressive gains? High/Scope called it "a chain of cause and effect," taking off from the children's improved intellectual and social competence as they started school.

News headlines spoke of "Preschool Pays Off," "Preschool Pays Positive," "Early School Pays Later Dividends." There were two beneficiaries: the individuals, and the community. From the standpoint of the children (now youths), High/Scope saw "permanent changes that would markedly raise their lifetime earning potential." From the community's standpoint the study pointed to significant financial returns on the initial investment in early education: three-and-a-half times the cost of the two-year group, seven times the cost of one year of early schooling. These savings to the taxpayers resulted from reduced costs in special education, in welfare, and in the criminal justice system.

Here was a success story, widely noted by members of Congress, by editorial writers, by columnists. Typical was the comment of Albert Shanker, President of the American Federation of Teachers in his October 10 weekly column, *Where We Stand:* "Much of the talk over the last year and a half has been aimed at changing high schools. That's fine, but . . . many of our problems come from the failure to do the right thing at an earlier stage."

David P. Weikart, president of High/Scope, was more specific, saying that the results strongly supported the expansion of preschool programs. Calling the evidence "so clear and conclusive and the economic benefits so clearcut," he urged "public investment in one year of preschool education for disadvantaged children."

Warning notes

In the general enthusiasm some warning notes were underplayed. The words, "high-quality programs" were used by everyone but too seldom defined. Some indications of how High/Scope saw their meaning: The cost of its preschool program was $4,818 per child (translated into 1981 dollars); the adult-child ratio was 1 to 5 or 6; the curriculum emphasized active learning, problem solving, and a high level of interaction between the children and adults and among the children themselves; the staff was well trained; there was good supervision; and teachers visited each mother and child at home each week. Few Head Start or other nursery or kindergarten programs in 1984 met these standards.

A second alert was embodied in Weikart's stress that the prime economic savings were at the local and state levels, rather than to the federal government. Many state and local governments, however, financially pressed, were not apt to act quickly, despite proof that "preschool can partially prevent problems from occurring, at a fraction of the cost of remediation." And even when they act, seldom do state and local expenditures touch all of America's children evenly.

A warning also came from Edward Zigler of Yale, expressing a question probably shared by other research workers: "One would like to see a replication (of the study) before one starts cheering." But there was cheering, a lot of it, in a year when kind words for early education were much needed.

And now the bad news

And it was hard to see how it could be worse. In Los Angeles in April the director and five staff members of a private child care center were indicted on 115 counts of molesting children as young as two years of age over a ten-year period. The indictment alleged rape, sodomy, oral copulation, and fondling. There was also the accusation that the children were given shots, pills, and liquid drugs to make them drowsy and less likely to offer resistance to sexual assault. The youngsters were also silenced, it was alleged, by being made to witness the slaughter of small animals and threatened that a similar fate awaited them and their parents, if the children talked.

The bad news from Los Angeles was followed by reports of sexual abuse in child care centers in state after state: South Carolina, Texas, New Hampshire, Colorado, New Jersey, Florida, Nevada, Alabama, Illinois, Minnesota. . . . Most publicized: The arrest of four workers in a publicly funded child care center in New York City, charged with sexually abusing 30 young children. Most worrisome: The abduction, unnoticed by the staff, of three children from a Honolulu child care center and the subsequent rape of one of the children, a three-year-old. Most ironic: The admission by the former operator of the Love 'N Care Day Care Center in West Virginia of raping a four-year-old boy.

Protection for young children

The many accounts of what was called "an epidemic of child abuse" led to the introduction of a National Child Protection Act by Senator D'Amato (R-NY) and Representative Biaggi (D-NY). The bill proposed the nationwide screening of all child care employees, including fingerprinting, and a check into the backgrounds of prospective workers for any record of child abuse or molestation.

More thoughtful responses emerged at hearings called by the Select Committee on Children, Youth and Families, chaired by Representative Miller (D-CA). Typical was the testimony of Bettye Caldwell, NAEYC President, who stressed: "The bottom line in any attempt to assure the protection and nurturance of our children in day care rests with the caregivers. To impose new requirements without paying at least as much attention to issues of staff training, salaries, and benefits; staff-child ratios; and mechanisms for parent involvement, is like putting Band-Aids™ on a broken leg."

A hard look at some serious problems

The Select Committee's hearings and news coverage of the child abuse stories threw the spotlight on many of the continuing problems in day care:

. . . The wide range in adequacy of state licensing requirements, and the difficulty everywhere in enforcing standards because of the short-staffing of licensing agencies. In California, for example, "There are 6,400 day care centers and approximately 27,500 family day care facilities. This large number makes thorough regulation impossible," according to the state's Department of Public and Social Services.[2] The Los Angeles center was a sad illustration of the point. It had been licensed since 1966, and reviewed routinely ever since.

. . . The success of vast numbers of day care homes and centers in evading licensing. One California operator admitted hiding 21 children in a poolside cabana so licensing inspectors wouldn't find them. The operator did, however, apologize for "this impulsive, stupid thing I did."

. . . The persisting efforts of some church-related centers to be exempted from licensing requirements. One state's experience: The California Children's Lobby announced in April, "Child advocates across the state should congratulate themselves on the defeat, *for the sixth consecutive year,* of legislation to exempt church-related child care centers from licensure."[3] A wider look came from Mildred Dickerson in an excellent summary prepared for SACUS: "The Status of Church-Related Day Care Licensing Exemption in the Southern States."[4]

. . . The need to help parents realistically know the day care situation. From Community Coordinated Child Care in Madison, Wisconsin: "The whole idea of licensing is only to prevent risks to children. It is not a badge of quality." And nationwide: Marilyn Smith, NAEYC Executive Director, on the PBS *McNeil/Lehrer Report* stated, "Most parents don't realize that there aren't national standards. It doesn't enter their minds that there wouldn't be someone overseeing all of this."

. . . The frighteningly large number of "latch-key" preschool and school-age children. The estimate: Approximately seven million 13 years old and under, without adult care before and after school while their parents work.

. . . The unequal impact of the federal income Day Care Tax Credit, disproportionately benefitting middle- to upper-income families.

. . . The failure of industry-supported child care to get off the ground.

. . . The absence of federal leadership in day care. In a November column, Ellen Goodman summed it up this way: "We have many more day care suppliers but many more day care needers. Each family is expected to seek out its own child-care solution — not from a range of enhanced and attractive possibilities but from limited options and chaos."

. . . The vacuum created by the lack of a national policy. The Children's Defense Fund issued an update of its continuing study of state responses to the 21% cut in 1981 of funds from Title XX of the Social Security Act. Its conclusion: "Federal and state efforts are inadequate."[5]

. . . One major problem, accepted on all sides, was sharpened by Representative Boxer (D-CA), a Select Committee on Children, Youth and Families member: "Zookeepers are paid more than day care workers."

It was unclear whether airing once more the problems of child care would lead to new, concrete, supportive steps. Only one fact was crystal clear: The number of mothers in the labor force continued, year after year, to hit record highs. The most recent figures: Eight million mothers with children under six (52.1% of all such mothers) were on a job in March 1984, including nearly half of all mothers of infants and children under age three. *Newsweek*, in a cover story (9/10), concluded: "Day care is becoming a basic need of the American family." One has to believe that at some point — and soon — this explosion of need will lead to some constructive solutions.

The tales of child abuse in day care centers were sobering to early childhood professionals, a grim and sharp reminder of the many responsibilities, including basics such as good hygiene, involved in caring for other people's children. The tales were terrifying to many parents, caught between their need to work and their shaken confidence in child care facilities. For them, one part of Bettye Caldwell's testimony was of some comfort: "It is important to recognize that child care is not a hotbed of child abuse. In relation to the large numbers of children in care, the incidence of abuse is very low — thank heaven."

Light in the darkness

One bright ray of hope for the gradual improvement of the quality of children's care began to shine in 1984. NAEYC completed field-testing its Center Accreditation Project; announced the official establishment of the National Academy of Early Childhood Programs; and appointed **Sue Bredekamp** — one-time day care and nursery school teacher, Head Start worker, and college instructor — as first Director of the Academy.

The final field-testing of the association's Criteria for High Quality Early Childhood Programs involved try-outs in 32 centers in California, Florida, Minnesota, and Texas, some part-day, some full-day, and including toddlers, preschoolers, and school-age children. Each of the centers engaged in a comprehensive self-examination using the NAEYC criteria as the standard. This involved looking at a center's staff-child interactions, curriculum, staff-parent interactions, staff qualifications and development, administration, staffing, physical environment, health and safety provisions and procedures, and provisions for food service and nutrition. This self-study was followed up by a group of "highly qualified" early childhood professionals who visited each center to test whether the self-analysis accurately reflected the center's actual operation. The final step was an evaluation in Washington of each center's validated description by still another group of early childhood experts. This last group made the final decision on whether a center met the NAEYC Criteria for High Quality Early Childhood Programs and was therefore eligible for membership in the Academy. NAEYC's conclusion from its field-testing: "The Center Accreditation Project can be an effective means of identifying good, quality programs and a non-threatening, positive incentive for programs to improve."

Reporting on this development to the House Select Committee on Children, Youth and Families at its hearings on abuses in child care centers, NAEYC President Bettye Caldwell portrayed the project as "a 'Good Housekeeping Seal of Approval'" and stressed: "There is no other nationwide system to assist parents as consumers in identifying good quality programs."

Full details about the criteria, the field-testing, and the Academy were announced at the NAEYC November Los Angeles conference, with the program scheduled for full operation beginning January, 1985. Fingers must be kept crossed about two key aspects of the plan: 1) The base is each center's own self-study, a familiar evaluation approach followed by colleges and universities but one not without pitfalls. 2) This is a voluntary scheme, so it remains to be seen how highly prized membership in the Academy will be, and whether centers will be willing to make major changes to meet the criteria. Come what may, however, this pioneer effort by a professional organization to focus the attention of parents, politicians, and professionals on high standards stood out as a 1984 development of very great significance.

Forging ahead in the fight for quality care

Another ray of hope for better group living for young children flickered in 1984, shining brightly at times, only dimly at other moments. The CDA National Credentialing Program, now administered by Bank Street College of Education, has fed 15,000 Child Development Associates into a field desperately in need of workers with some training. Since 1971, 28 states have adopted the CDA standards as an option for meeting day care licensing requirements. The NAEYC Criteria for High Quality Early Childhood Programs list a CDA credential as one way of meeting the requirements for "Early Childhood Associate Teacher." In the 13 years since its inception, the CDA idea has clearly made an important place for itself — a place firmed up, incidentally, by the 1984 day care scandals which made more apparent the need for workers bringing professionalism to their tasks.

Among the year's good CDA news: The inauguration in November of a new CDA program for center-based infant and toddler caregivers. A record 1,000 application forms were requested in the first month! Other good news: The completion of field-testing a CDA certificate for family day care workers. If approved by the Credentialing Program Board and *if* funds continue to be available, this program could be in operation by September 1985.

Future of CDA uncertain

The CDA National Credentialing Program's big "if" was financing. In 1971, in recognition of the fact that child care and Head Start staff were paid minimum wages, the candidate assessment fee was $30. As a result of Reagan administration cutbacks in support, the fee increased 1000% by 1984 to $325. The result: Most child care workers, whose need for training is greatest, have been priced out of the opportunity. In 1984, 80% of CDA work centered in Head Start programs that used training funds for scholarships to cover candidates fees. (Some NAEYC Affiliate Groups and some private industries also made scholarships available.) The present fees — "high" only in relation to the desperately low wages of workers — caused concern that the newly eligible infant and toddler caregivers and the soon-to-be-eligible family day care providers, like the present center-based child care workers, would not be able to afford CDA training in the future.

There was also concern that there might not be a future of any CDA training for anyone. After leaving the National Credentialing Program dangling in doubt for much of the year, ACYF at the last minute made a grant of $750,000. The good news: This covered about half the $650 cost of each assessment, with the candidates' $325 paying the balance. The bad news: The grant ends in June 1985, leaving the future of CDA beyond that date up in the air. The rumors were that the administration wanted "out," convinced that individuals should fund their own training . . . or that the profession should fund the training . . . or that if federal financing had to be continued, the training should somehow be "decentralized"—whatever that might mean. While waiting for some shoe to fall, one reminder about the background of CDA is apropos. The program began in 1971 under the leadership of Edward Zigler, head of what was then the Office of Child Development (now ACYF) because of the "anticipation of a steady increase in early childhood enrollments in the decade of the 1970s."[6] The forecast was right. In 1972, 1.3 million children were enrolled in preschools. In late 1983, 2.2 million, up 68%, because of three factors: more children, more mothers working, and the fact that for nonworking mothers "preschool is very in now."[7] Clearly the need for staff with some training has not gone away . . . only the leadership and determination to meet the need.

Kindergarten support unprecedented

Kindergartens acquired many new supporters in 1984. The year marked a break with the tradition of voluntary kindergarten attendance. Beginning in 1984, children in Delaware and South Carolina had no choice! Those two states set a new precedent by passing laws making kindergarten attendance compulsory. Kentucky was not far behind; it made kindergarten a prerequisite for first grade beginning in September 1986. Compulsory kindergarten attendance was also under consideration in Arizona, Louisiana, New Hampshire, Oklahoma, Texas; and in Georgia, where Governor Joe Frank Harris proposed a very specific plan: compulsory kindergartens culminating in a postkindergarten readiness test to determine placement either in first grade or in a transitional class.

The concern with compulsory attendance was new (perhaps because in many states with a long kindergarten history, parents have assumed that their children had to go). The past emphasis has not been on individuals, but on making it compulsory for communities to provide kindergartens. Vermont took this step in 1984, Kentucky will in 1985, and Alabama secured funding enough in 1984 to reach all of its kindergarten children.

Lengthening the kindergarten day was another 1984 push. About one-third of our kindergarteners attended full-day in 1984, a number that is almost sure to grow. Georgia seemed headed for full days. Governor Babbitt proposed the idea for Arizona, as did a state panel in Texas headed by H. Ross Perot. The Washington Roundtable, a group composed of the chief executive officers of that state's major businesses, proposed full-day programs for Washington's 13,000 "at-risk" kindergarten-aged children. Fifty-two of New Jersey's 506 school districts changed to full-day sessions, while in New York City full-day became the rule. Connecticut, after much discussion, turned thumbs down on the idea.

Pressure on fives

One wished that this surge of enthusiasm for kindergartens—compulsory attendance, full-day attendance—stemmed from a new, keener appreciation of five-year-olds. An Arizona school official gave a more accurate reading: "Many children need a longer day in kindergarten in order to prepare for first grade."

First grades in Minneapolis clearly set up hurdles. That city made headlines by failing 11% of its 3,000 kindergartners. Minneapolis offered its five-year-old failures a remedial summer program. Sad to report, 22% of the children who attended it still failed the Minneapolis promotion exam for first grade. Those youngsters and the others who did not participate in the summer program were placed in a new year-long remedial track: half-day classes in the morning and smaller afternoon classes for special instruction preparing for the promotion exam in spring 1985. Once upon a time, only Harvard, Stanford, MIT, and places like that were hard to get into!

The pressure on fives to get ready to be sixes was even more intense in many private schools. Robert Smith of the Council of American Private Education described young, upwardly mobile parents of the baby-boom generation—"parents who have never lost a race in their lives"—as being "increasingly anxious to get their children into the pipeline for a good academic education." In 1984, "five" almost became a dirty four-letter word. *Newsweek*, October 8, commented: "Kindergarten used to be a playground. Then it became a training ground."

A warning label for kindergarten?

Several professional groups responded to the new "enthusiasm" for kindergartens with almost identical warnings. The Nebraska

State Board of Education adopted a statement critical of the "unsuitable changes" taking place in kindergartens and calling for practices that met the developmental learning needs of fives. The Texas Association for the Education of Young Children issued a position paper on "Developmentally Appropriate Kindergarten Reading Programs." TAEYC expressed sharp concern about "the increasing academic pressures on young children."[8] SACUS, the Southern Association on Children Under Six, was even more specific in its position statement on *Developmentally Appropriate Educational Experiences for Kindergarten:* "Recent trends to incorporate . . . workbooks, ditto sheets, and formal reading groups, as well as academic skill-oriented content, raise serious concerns."[9]

NAEYC, also worried by the mounting pressures on school beginners, appointed a 26-member Commission on the Appropriate Education for Four- and Five-Year-Old Children, chaired by Bernard Spodek of the University of Illinois.

Standards for schooling fours

Four-year-olds had held the spotlight in 1983. They were not in the forefront of 1984 news, but the move to include fours in public education was not on a back burner either. The state superintendents in Michigan and Connecticut joined 1983's most public advocate, New York's Commissioner Gordon Ambach, in arguing for fours. Alaska was actively considering public schooling for fours. The evidence from High/Scope's *Changed Lives* led several influential groups to plump for schooling at least for disadvantaged fours: In Texas, the state panel headed by H. Ross Perot; in the State of Washington, a group authorized by the legislature, appointed by the governor and with the awkward name The Temporary Committee on Educational Policies, Structure and Management. South Carolina, spurred by a special High/Scope study, took the concrete step of voting funds for fours in the state's poorest school districts.[10] An article in *Education Week,* March 14, "Schooling All Four-Year-Olds: An Idea Full of Promise, Fraught With Pitfalls," summarizing the pros and cons, argued for including fours *if* the programs are "directed toward providing stimulating environments and staffed by responsible adults who are knowledgeable about four-year-olds and skilled in programming for the physical, social, emotional and cognitive needs of these children." Our lack of success in meeting these standards with fives doesn't leave one sanguine about the future if fours find many new friends in influential places. On the other hand, those 1984 fours not in groups were not necessarily living the life of Riley. Plus the inescapable fact that we would not have first grades for six-year-olds today if we had waited until we could do a good job!

International study to investigate and report

Two announcements concerning fours came from High/Scope in its role as the International Coordinating Center for the cross-national study of four-year-olds (described in *A Look at 1983*). Twenty-eight countries, up from the original 21, have agreed to participate in this first investigation of the early childhood years by IEA, the International Association for the Evaluation of Educational Achievement. The second announcement: An invitation to individuals to become charter members of the Committee in Support of the IEA-USA Preprimary Project, and to receive "periodic reports with advance information on the progress of the study and opportunities to offer views on key policy issues."[11]

Big events

Several anniversaries were reminders of how long television has been a part of the early childhood American scene (and of how few new faces there are.) "Sesame Street" began its 16th year in 1984. . . . Mr. Rogers celebrated his 30th year in children's television and the 21st year of "Mister Rogers' Neighborhood". At the request of the Smithsonian Institution, Mr. Rogers donated one of his bright red cardigan sweaters to the National Museum of American History. Smithsonian officials called this familiar TV trademark "a very important symbol of warmth and closeness and caring." . . . The program longest on the air was honored by Action for Children's Television: "Romper Room," 31 years old (whose award, I think, could only be for longevity.)

You can make of this what you will: Donald Duck celebrated his 50th birthday in 1984. The party presumably was not a quiet one.

Two major professional journals marked big events in 1984. *Childhood Education* celebrated its 60th birthday. ACEI, incidentally, had still further cause for celebration. It sold its headquarters building, paid off its outstanding debts, had money left over, and moved to a new headquarters: 11141 Georgia Ave., Wheaton, MD 20902. . . . *Young Children's* event was not a birthday but a dramatic change in format, to a larger 8½" × 11" size and an eye-catching four-color cover.

One surprising innovation: The Girl Scouts lowered their membership age to five, establishing a new grouping, Daisy Girl Scouts, and a new program specifically for this age. . . . One very pleasing continuation: Five new noncopyrighted articles jointly sponsored by the U.S. Committee of OMEP, ACEI, and NAEYC, picking up on the eight articles published in 1979, the International Year of the Child, under the title "This We Know, Therefore This We Should Do." The new 1984 overall theme: "Reaffirmations: Speaking Out For Children." The 1984 topics: A Child's Right to Food, to Play, to Imagine, to the Valuing of Diversity, to Learn. The articles, written "in response to today's retrogressive attitudes toward human needs," may be freely reproduced by any interested publications.[12]

Three longtime leaders were honored during the year. The U.S. National Committee of OMEP, the World Organization for Early Childhood Education, named **Amy Hostler** the first recipient of the "Amy Hostler Award for Distinguished Service to the World's Children." . . . The Maryland Committee for Children made its 40th anniversary award presentation to its founder, **Sadie D. Ginsberg**. . . . Bank Street College awarded the honorary degree of doctorate of humane letters to its Distinguished Research Scholar Emerita *Barbara Biber* (who first joined the staff of the Bureau of Educational Experiments, Bank Street's forerunner, in 1928).

Another but unusual honor of the year: The board awarding Pulitzer Prizes issued a special citation to 80-year-old Theodore Geisel, **Dr. Seuss,** for "his special contribution over nearly half a century to the education and enjoyment of America's children and their parents."

Among the many nationally known retirees of the year: **Jean Kunz,** from Weber State College; **Winona Sample** from California's Office of Child Development; **Jean Spaulding** from the Oregon State Department of Education; **Caryl Steere,** from Arizona State University; **Sarah S. VanCamp** from the University of Delaware; **Lenore Wolfe,** from the New Mexico State Department of Education; **Mary Elizabeth York** from Portland State University.

Sadder were the losses through death: Mary Ann Binford, 55, suddenly on March 3, hours before she was scheduled to receive the award of Outstanding Early Childhood Educator of the Year from the New Mexico AEYC . . . **Martha H. Chandler,** 90, key faculty member of Tufts' Eliot-Pearson Department of Child Study until her retirement in 1973 . . . **Maurice A. Lucas,** first president of the North Dakota AEYC, for many years the only early childhood faculty member at the University of North Dakota . . . **Alice Mendham Powell,** 80, long active in OMEP and NAEYC, founder of suburban Maryland's Green Acres School, one of the early progressive schools . . . **Sylvia Ashton-Warner,** 75, in her homeland in New Zealand, author among other books of *Teacher*, widely read by early childhood professionals. . . .

A moment of tribute . . .

As a matter of personal privilege, a special note on the death on October 24, five days after her 93rd birthday, of **Lois Meek Stolz,** rightly called an "American Child Development Pioneer." Among her many "firsts": first president of what is now NAEYC; editor of the first yearbook on early childhood education of the National Society for the Study of Education, the 28th yearbook published in 1929; a charter member of the Society for Research in Child Development. Long a fighter for top-quality child care, Dr. Stolz regarded her work as director of the model Kaiser Child Service Centers during World War II in Portland, Oregon, as the high point of her professional career. I had the good fortune to be her graduate assistant in 1935 at the Child Development Institute at Teachers College, Columbia, which she headed; to be the manager under her, 1943–1945, of the Kaiser Child Service Centers; and to have had her as a friend 1934–1984.

Kind words for Head Start

Some nice things happened to Head Start in 1984. The President said very kind words about the program, appearing on film at the Head Start Conference in April in Kansas City: "Thanks to your hard work, America is turning out winners." More concrete approbation came from Congress, which reauthorized Head Start for a two-year period, and boosted the fund limit from $1.058 billion in 1984 to $1.093 billion for 1985 and to $1.221 billion for 1986. Head

Start also inevitably got a lift riding the coattails of High/Scope's *Changed Lives*. Glossing over any differences between the "high quality" stressed by High/Scope and Head Start groups, the Administration for Children, Youth and Families said: "We are already committed to Head Start. This report just strengthens our support." That support was, of course, still only enough to reach about 18% of the eligible children.

Leadership change

Some funny things also happened to Head Start in 1984. A new commissioner for the Administration for Children, Youth and Families (under which Head Start operates) was appointed, Dodie Truman Livingstone. Her background: newspaper reporter; public relations writer; campaign worker for Governor Reagan in California, for Senator Pete Wilson, and for the Reagan-Bush campaign.[13] In another development, on June 1, Head Start ended its funding for statewide training and technical assistance, substituting a scheme under which 75% of the training funds went directly to the individual Head Start grantees, and the remainder to new regional or subregional offices. It was too early to tell whether the shuffle was wise. Two things were clear, however: The move flew in the face of the old adage "If something isn't broke, don't fix it." And much expertise and experience were lost as Head Start closed out its old state and regional offices. One promising outcome was the first issue in December of *Head Start Bulletin: National Resource Exchange*, scheduled to appear six times yearly and to be sent free to all Head Start grantees. The goal: "networking on a national basis," exchanging ideas among Head Start programs, listing resources, etc. Non-Head Start early childhooders could subscribe for a small fee.[14]

State affairs

States had their ups and downs, which is par for the course. **New Jersey** passed a new child care center licensing law, broadening the kinds of centers which must be licensed, including for the first time those sponsored by churches. **Louisiana**, on the other hand, turned down legislation to license public and privately funded day care centers, largely because of the opposition of some church groups. . . . **Alaska** had both ups and downs, succeeding in establishing specific certification requirements for teachers of young children, but losing ground in an effort to improve the licensing of centers, ending up exempting from regulation all religious and private preschools (meaning almost all schools). . . . **Idaho,** which has no licensing for any type of child care, almost passed a licensing law, but not quite. A new bill was being drafted for introduction into the 1985 legislature. . . . In **Montana,** where no state agency is responsible for the supervision of programs for preschool children, the newly formed MAEYC issued a strong position paper calling for preschool licensing. . . . The **Kansas** AEYC also took a strong stand for better regulations. Under existing law, selected preschools and some church-related child care centers are not subject to the state's minimum standards. . . . **Texas** had bad news on teacher certification, trading a certificate for teaching ages three to eight for one covering preschool through grade 6 (!) . . . **Ohio** combined good and bad news in one development. It recognized that specialized training was needed for work with young children by establishing its first prekindergarten certificate — the good news. Then the bad news: It did not require that a person hold the certificate in order to teach. . . . **Missouri** had a noteworthy success, passing its Early Childhood Development Act, which mandated screening for all children from birth to age three and parent education in these early years, as well as special programs for developmentally delayed three- and four-year-olds. Funds have to be appropriated by the 1985 legislature. . . . And in **Hawaii** an unusual development. The richly endowed Kamehameha Schools, set up for native Hawaiian and part-Hawaiian children, established a division to carry on research and service programs for children from birth to age 5 and their parents. The first step: a laboratory preschool on campus, with plans for other centers for low-income Hawaiian children throughout the islands.

The always-present need for child advocates was sharpened by 1984 figures from the Census Bureau. It reported that the number of **Americans under age 5** reached its highest point since 1968, reversing a long trend of declining births. The number: 17.8 million, as of July 1, 1983. The reason: Not a higher fertility rate but a rise in the number of women in the prime childbearing years. The forecast: A need for more nursery schools, more child care centers, more kindergartens, and soon, a need for more primary classes.

Some provocative statistics

The number of **marriages** increased, setting a new national record in 1982. The number of **divorces** declined for the first time in two decades. Also going down: **infant mortality**, to 10.9 per 1,000 live births, the lowest level on record for the US.[15] The sad exception to this good news: Black infants continued to die at twice the rate of White infants, and, in some cities, at a rate almost four times higher.[16] Going up: the number of **births**, the largest since 1970. One surprising worldwide figure: an estimated 590 births from *in vitro* fertilization since the first such birth in 1978; 25 countries now have *in vitro* fertilization programs under way.

The number of Americans **"officially" poor** rose, 1982 – 1983, by 900,000 to more than 35 million, according to the Census Bureau. The new 1983 figures show 15.2% living below the poverty line. For children under age 6, however, the figures were markedly worse: 25%, or one out of every four children under six. Worse still: 41.8% of Hispanic children and 49.5% of all Black children were "officially" poor. The disturbing trend: The average rise in the overall poverty rate from 1982 to 1983 was from 15% to 15.2%, a minor change. But the rate for poor children increased by 6.5% from 1982 to 1983, and by 29.1% from 1980 to 1983.

Some sobering thoughts of the future

1984 was of course a year with a bad name, thanks to Mr. Orwell. In some ways the year worked out better than many expected. America escaped a major war. We had a presidential election and accepted the results. Inflation, while continuing, was markedly smaller. Unemployment, though still high, had decreased. The nomination of Geraldine Ferraro for Vice-President was a breakthrough of tremendous significance for all of 1984's little girls (and little boys). But 1984 brought many reasons for worry too, especially about the future of those little girls and boys. In the year, more than 2,500 men, women, and children were killed and thousands upon thousands injured in Bhopal, India, in the world's worst industrial accident — a portent of the future in our industrialized world? Many hundreds of thousands of humans died of starvation in Africa, a continent destabilized by overpopulation and land misuse — a portent of the future in our interdependent world? Affirmation by the U.S. Department of Defense (of all agencies!) of the frightening forecast made in 1983 by Carl Sagan, Paul Ehrlich, and others that nuclear war could plunge the world into a winter of many months of darkness and killing cold — a portent of a future with careless leaders? On bright days the questions seem far removed from today's young American children but the issues are, in fact, too terribly close. In *A Look at 1985,* I record how we coped with these and — prithee! — happier matters.

NOTES

1. High/Scope Press, 600 N. River St., Ypsilanti, MI 48197.
2. *Education Week,* May 9, from which this and following quotes were taken ran an excellent article, "Sexual Abuse Cases Prompt Concern, Action on Preschool Regulation"
3. *The Cryer,* P.O. Box 448, Sacramento, CA 95802
4. *Dimensions,* July 1984, SACUS, Box 5403, Brady Station, Little Rock, AR 72215
5. "Child Care — The State's Response, 1983 – 84." Children's Defense Fund, 112 C St., N.W., Washington, DC 20001
6. *Early Childhood Education — The Year in Review: A Look at 1971.*
7. Preliminary Census Report, Series P-20, No. 392, Washington, DC, U.S. Government Printing Office.
8. Available from TAEYC, ℅ Janet Black, College of Education, North Texas State University, Denton, TX 76203
9. Available from Box 5400, Brady Station, Little Rock, AR 72215
10. *South Carolina's Early Childhood Programs Are a Good Investment* (available from High/Scope) pointed out that for all their proven good, less than half the state's fours in low-income families were in any publicly funded early childhood programs. Maryland also issued a report on its programs for disadvantaged fours "confirming that early school experiences have a strong and persistent effect on school success": *The Effectiveness of Preschool Education,* State Department of Education, Baltimore, MD 21201.
11. Individual memberships available: High/Scope Foundation IEA Fund, 600 N. River St., Ypsilanti, MI 48197
12. For further information, write Monroe Cohen, Queens College Community/School Connections, 32-01 Junction Blvd., East Elmhurst, NY 11369
13. Another Washington change, the resignation of Terrell H. Bell, Secretary of Education, an event unfortunately worth only a footnote in light of the Department's minuscule interest in early childhood education.

14. National Head Start Materials Center. Contact: University of Maryland-University College, 4321 Hartwick Rd., College Park, MD 20740.
15. Most featured infant death, that of Baby Fae, born October 14 with a lethal heart defect, died November 16, three weeks after a controversial operation implanting the heart of a young baboon into the 12-day-old baby's chest.
16. "The Widening Gap," from Food Research and Action Center. 1319 F St., N.W., Washington DC 20004.

APPRECIATION

I am indebted, as always, to so many friends who have supplied information, corrected misinformation, or told me of stories to be included. This year especially: Roberta Bouverat, Milly Cowles, Mildred Dickerson, Richard Elardo, Stephanie Feeney, Marjorie V. Fields, Florence Foster, Phyllis Ford, Jeanne M. Gilley, Elizabeth M. Goetz, Marion C. Hyson, Sally J. Kilmer, Jenni W. Klein, Beth Lamb, Joan Lombardi, Deborah G. Murphy, Jeanne Quill, Sherrill Richarz, Millicent Savery, Velma Schmidt, Joseph M. Showell, Alberta E. Siegel, Marilyn Smith, Lois Meek Stolz, Kevin Swick, Sara D. Taylor, Billie Warford.

EARLY CHILDHOOD EDUCATION
TWENTY YEARS IN REVIEW

A LOOK AT 1985

Anniversaries

The most publicized anniversary: Head Start's 20th. The U.S. Senate and the House passed a joint resolution "reaffirming congressional support" for the program. A Congressional celebration was held in the Senate Office Building in Washington and there were other parties throughout the country. In the nation's capital, Sargent Shriver, head of the Office of Economic Opportunity when Head Start was born, and Luci Baines Johnson, substituting for Mrs. Lyndon Baines Johnson, Head Start's Honorary Chairperson, were featured speakers. Head Start had much to celebrate. Through Democratic and Republican administrations it had served more than 9.1 million children (almost 60,000 with handicaps). Three Head Start graduates with top-flight college records and three former Head Start parents, now important community leaders, were honored at the celebration.[1]

Spotlight on salaries, expansion

Inevitably, attention in the media to its birthday led to a focus on some of Head Start's weak spots. The sad fact that the program reaches only 18% of America's needy four-year olds was publicized. Also in the news: low Head Start salaries — an average of $7,700 compared to the average *starting* public school salary of $14,500 and the average overall pay of $23,546. Three-quarters of Head Start staff count on unemployment insurance during the summer months to flesh out their incomes, a practice questioned in 1985 by the HHS Inspector General, and likely to be stopped. Two spinoffs from the low salaries made the papers: Head Start's high staff turnover — almost 20% leave after less than one year — and Head

Start's meager staff training — less than 10% hold four-year early childhood degrees and only 18% are CDAs. Not as widely publicized: the scarcity of early childhood professionals in leadership positions in the country's best-known early childhood program.

In January Harold Howe II, former U.S. Commissioner of Education, released *Barriers to Excellence: Our Children at Risk*, a two-year inquiry he headed of "children largely ignored in the rush by educators to reform American schooling."[2] A major recommendation: expand Head Start so every eligible child is enrolled. Helen Blank of the Children's Defense Fund and Lawrence J. Schweinhart of High/Scope, testifying before the House Subcommittee on Education, urged a two-and-a-half-fold boost in Head Start funds. The passage in December of the Gramm-Rudman-Hollings Balanced Budget Act made the prospect of Head Start's even holding its own in the future seem doubtful.

Other anniversaries of the year

National College of Education in Evanston, Illinois, had its 100th birthday. National began as the Chicago Kindergarten College, became the National Kindergarten and Elementary College, and took its present name in 1930.

Pacific Oaks College and Children's School in Pasadena, California, celebrated a 40th anniversary. One feature of the event: unveiling a plaque in memory of Evangeline Burgess, long-time Pacific Oaks Director.

At its National Conference in San Jose, California, Parent Cooperative Preschools International had a 25th birthday party. Among those honored: Katharine Whiteside Taylor, founder in 1960 of the American Council of Parent Cooperatives, forerunner of PCPI.

Another 25th: On May 9, 1960 the birth control pill was approved for sale, an event with unprecedented impact on the lives of women, on family life, and on the economy.

1985 also marked the 10th birthday of P.L.94 – 142, the Education of All Handicapped Children Act, which called for "free appropriate" public education of all handicapped children ages 3 to 21. In its ten years the law increased the number of children served by more than 600,000, a striking rise in light of the decline in public school enrollment during the decade.[3]

Insurance crisis for child care programs

The year's news was not all about happy party-times. Nursery schools, Head Start, child care centers, family day care homes — all child-caring programs — got upsetting, unwelcome news of skyrocketing liability insurance costs and, in some instances, the loss of all coverage. It was small comfort to know that the prestigious professions of medicine and law, and even cities and counties and many businesses, were in the same boat. It was smaller comfort to know that a past claim-free record was no guarantee that premiums would remain stable, that insurance would be renewed, or even that it would not be cancelled.

Insurance companies were reported to be in a financial bind brought on by heavy payouts from major disasters, by generous jury awards, and by a drop in investment income. 1984's instances of child abuse in child care centers had not yet led to court battles but the possibility of major suits added to insurance company jitters.

Some insurers — Fireman's Fund was one — stopped covering children's programs. Many refused to take on new customers. Some — Mission Insurance Company had insured 240 day care providers in Maryland — were declared insolvent. Some increased their premiums three- and four-fold: even twenty-fold increases were reported.

Family day care spared — for the moment

The crisis was sufficiently frightening to move state agencies into action. The Commissioner of Insurance for Washington State prohibited companies from cancelling home owners' policies, a move designed to protect family day care providers. Several states banned unilateral mid-term changes in liability policies. Maryland, Massachusetts, and California set up "marketing assistance programs" to help child-caring agencies locate insurers who would offer coverage.

The early childhood profession also worked earnestly on solutions. One avenue pursued: urging insurers to separate protection against claims of child abuse, which would lead to large payouts, from claims for the more ordinary day-by-day accidents. The idea attracted no takers.

Obstacles to coverage

Another approach was to seek some form of group coverage. NAEYC had had such a plan since 1980 but it had to search for a new insurer when the original company backed out in 1985. The New York-based Child Care Action Campaign set up a national working group of representatives from NAEYC, Children's Defense Fund, Children's Foundation, National Head Start Association, and the Insurance Information Institute. This group, led by James Strickland, Texas Head Start director and chair of CCAC's Insurance Commission, also sought an insurer who would provide coverage under a group plan. Both NAEYC and CCAC met obstacles. The company most willing to talk with NAEYC wanted to exclude certain states from its coverage, to exclude family day care homes, to exclude all centers which did not meet the Association's new high accreditation standards. Still other obstacles: insurance industry reluctance because of the lack of uniformity (in some cases, the absence) of state standards for centers and day care homes; and the industry's uncertainty about how to price the liability hazards in children's programs.

Grim results for programs

No survey of the full extent of damage from the insurance crisis had been made by the year's end. Various troubling partial studies were available. A midyear NAEYC survey of 86 child care centers in Michigan revealed that the policies of half had either been cancelled or not renewed. A CCAC nationwide August study of 1,000 centers found that 70% had experienced nonrenewals, cancellations, or sharp rate increases. The same survey showed that 20% of 200 Head Start policies had been cancelled. The National Association of Family Day Care in August reported that, in every state except Colorado, insurance companies were cancelling many family day care policies.

It was anticipated that private centers, to absorb higher insurance costs, would increase fees, increase child-adult ratios, and cut back on supplies. There was fear that, despite the growing need for child care, new groups would not be able to open. Head Start was the subject of special concern. Unable to pass on higher costs to its parents, it could be forced to take money from its program needs to meet insurance bills. Family day care homes were thought to be the most endangered. Many were expected to shut up shop or go underground. Other special victims: the program of all kinds in the 24 states that require insurance coverage. Their plight was described by Representative George Miller as "the perfect Catch-22. You are required to have insurance to get a license but insurance companies won't insure you."[4]

Quality child care — Sharing the "burden"

52.1% of mothers of children under six were in the work force, according to 1984 figures released by the House Select Committee on Children, Youth and Families, a new high and a number everyone fully expected to go up and up. The year had many feature stories on approaches to meeting the need created by this continuous upspiral but no basic answers.

San Francisco made headlines as the first major city to insist that developers share some of the burden of providing child care. It required downtown developers to set aside a minimum of 3,000 square feet for an on-site child care facility or make a one-time contribution of $1 per square foot of development to a city fund for child care. The ordinance was hailed as "landmark legislation."[5]

The San Francisco law was in line with the federal administration's one and only leadership position on child care, encouraging employers to be involved. Secretary of Labor Brock in an unusually blunt address berated business for ignoring changes in the work force: "Half of all working women have children and many of the children are preschoolers. Frankly, business hasn't faced this issue. That's dumb. We still act as if workers had no families." Brock was plugging flex time and employer-aided child care.

Business involvement on the rise

Any story of business involvement was a popular news story in 1985. *The New York Times,* August 4, headlined a feature article in its Business section, "Child Care Finds a Champion in the Corporation" with the sub-head "To keep key employees companies are rushing to mind workers' children." But the "rush" was more a gush of words than a rush of deeds. In 1985 almost 3,000 corporations gave some form of child care assistance — a significant three-fold increase over 1984 but still a drop in the bucket. What may be significant: In 1985 some of the giants of the work world — IBM, Bank of America, Proctor and Gamble, Polaroid, for example — were involved.

Approaching the bottom line

The cost of good child care remained a problem, however. According to *The New York Times,* "Most companies are seeking 'arms length' solutions that stop short of building and operating their own centers." Business concentrated instead on less expensive forms of aid, ranging from providing information about community services, to negotiating discounts for employees at community centers, to contributing financially to those centers, to giving workers vouchers to pay for child care. One ingenious approach: a "Salary Reduction Alternative" under which the employers deduct the cost of child care from a worker's salary, thereby reducing the employee's taxable income. Despite what seemed like an overstated headline The New York Times did not minimize "the bottom line": "Providing employees with generous child care benefits means little if working parents are unable to locate affordable, quality day care facilities."[6]

Two related stories: Kinder-Care, operating in 700 cities, 40 states, and 2 Canadian provinces, opened its 1,000th center. And the Child Advocacy Office of the National Council of Churches of Christ reported from a 1985 survey: "The conclusion is inescapable: Churches and synagogues (through their own church-run programs or through renting church facilities to outside groups) are the largest group child day care providers in the United States."[7]

The question remained unsolved: Whose job is it (and who has the resources) to meet this new need of a new work-world, providing good child day care?

Reluctant federal leaders take first step

Addressing the Child Welfare League of America, Dodie Livingston, head of the HHS Administration for Children, Youth and Families, said: "This administration does not feel it is the federal role to fund or regulate day care from Washington."[8] Like it or not this administration was forced in 1985 to get involved in child care regulations.

In October 1984, because of the reports of child abuse in day care centers, Congress instructed HHS to prepare standards for child care. The HHS response, in February, reflected the administration's reluctance to give leadership. Its report included general talk about the need for parent involvement and the need to train staff to recognize and report instances of child abuse. It protested that "no single set of standards can be applied to all the unique child care situations found among the states." It was specific on one point: ". . . encouraging state day care licensing authorities to **require** fingerprint checks, reference checks and employment history checks of all applicants for child care employment."

The highest praise the HHS report received was lukewarm acknowledgement that it was the "first step." NAEYC's Deborah Phillips, commenting on the alleged difficulty of establishing "a single set of standards," reminded the department that the 1980 Federal Interagency Day Care Requirements, still available because they were never enacted, had been endorsed by 30 national child care organizations. The National Black Child Development Institute, the Children's Defense Fund, Representative George Miller, and Yale's Edward Zigler all made detailed objections. The most biting criticism came from *The New York Times* in an editorial (2/19): "The Federal Government recently squandered an opportunity to contribute to the well-being of children who attend day care centers. HHS concerned itself only with the prevention and detection of sexual abuse. That limited response ignored a form of child abuse that may be far more prevalent: neglect. Without an adequate staff of proven competence a day care center may be little more than a warehouse for children. . . . Had HHS come up with national minimum standards it would have guaranteed these youngsters a certain level of care. In failing to do so the department is itself guilty of a form of child neglect."

Dramatic year for CDA program

The Child Development Associate program followed a 1985 script the equal of any "Perils of Pauline" thriller. Like good thrillers it had a villain — the Department of Health and Human Services — and a hero/heroine, played by NAEYC.

The drama began in February. HHS called for applications for a new grant to administer CDA, replacing the one held by Bank Street College. Enter the "dirty work": the new grant cut 19% from CDA money; it implied an end to government participation in 30 months; and emphasized a shift from national to local credentialing.

Tension developed. Bank Street refused to bid on the new award. HHS considered the four applications it did receive "not even minimally acceptable."

As in all good drama the stakes were high. Nearly 17,000 held CDA credentials, whose value would be threatened if the program folded. NAEYC had built CDA into the staffing qualifications of its new Accreditation Criteria. More than half the states had incorporated CDA into their licensing requirements. Bank Street, early in 1985, had announced a new CDA Credential for Family Day Care Providers, work down the drain if CDA ended. The greatest risk: that the need for CDA training in Head Start, the prime consumer, and in day care — now high and going even higher — would be unmet.

Enter the hero/heroine, reluctantly. Approached by HHS to take on the job, a leery NAEYC hesitated. In 1972 the Association had been one of the originators of the Child Development Consortium. That consortium ended because of administrative difficulties, leaving NAEYC with unhappy memories. At this point, in 1985, it was also much involved in two new large undertakings, the National Academy of Early Childhood Programs and the Child Care Information Service.

HHS proved itself a persistent wooer, finally persuading NAEYC that it, with its almost 50,000-membership, was the one logical organization to do the job. In late September NAEYC whispered "yes." It established a separate nonprofit corporation, the Council for Early Childhood Recognition, with **Carol Brunson Phillips**, formerly of Pacific Oaks, as executive director. The plans for the first year: no change in the $325 fee; full speed ahead with the new family day care provider's credential and the credentials for home visitors and for caregivers of infants and toddlers; a concentration on standards while studying alternatives to the present methods of operating. So: All's well that ends well . . . until next year.

New CDA credential to improve family day care quality

The new CDA credential for family day care providers, five years in the making, required applicants to have 640 hours of experience in family day care homes, and three college or family day care association training courses. Applicants had to demonstrate competency in the same six areas required of center-based workers, and the fee, $325, was the same for all. In the assessment process applicants would be observed on the job for three months or longer. This was a major effort to improve the quality of family day care, significant for one simple reason: The largest number of children in child care are in family day care. The effort faced great difficulties, however, again for one simple reason: 75% of the homes are "underground providers," unlicensed, unlisted, unregistered, according to the National Association of Family Day Care. Some questioned whether the new CDA credential could touch this mass.

Two additional family day care notes: 1) Honolulu awarded PATCh (a child care information and training agency) $100,000 to provide training for family day care workers; 2) In Washington State the Early Childhood Telecommunications Project, working with the state and local AEYCs, and with colleges, technical schools, and other educational organizations, sponsored "Spoonful of Lovin'," six half-hours of televised training for home day care providers. The course was carried by five PBS TV stations, in what was called "an unprecedented tri-state (WA, OR, ID) collaborative training effort."

Awards

Two well-known workers received awards in 1985. **Marian Wright Edelman,** President of the Children's Defense Fund, was given a $228,000 MacArthur Foundation Fellowship, one of 25 awarded to outstanding individuals to free them to "concentrate on their own productive instincts and energies." . . . In an unusual selection the Faculty Women's Caucus of James Madison University chose one of its colleagues for its annual designation as "Outstanding Woman of Virginia for 1985–86": **Mildred Dickerson,** immediate past-president of SACUS, former president of the Virginia AECE.

A "Friends of Children" award was announced by the Association for Childhood Education International, a new annual honor for "conscientious concern and significant contributions toward improving education and social conditions for the betterment of children." The first award will be made at ACEI's Study Conference in Charlotte, North Carolina, March 1986, the first such recognition by a national early childhood association.

People making headlines

Job changes: After 22 years of editing *Young World,* the New Jersey AEYC monthly, **Florence Foster** resigned to concentrate on teaching and on her CDA work at Trenton State College. . . . **Randy Hitz,** NAEYC Board Member, resigned as Chair of the Education Department of Southern Oregon State College to become early childhood specialist for the Oregon Department of Education. . . . **Joyce M. Huggins** retired from California State University-Fresno, planning to give her time to her work as president of the U.S. National Committee of OMEP (World Organization for Early Childhood Education). . . . **Bertha Campbell,** longtime head of New York State's Bureau of Child Development and Parent Education and leader of the state's Experimental Pre-Kindergarten Program, resigned.

Deaths: Marian B. Hamilton of Louisville, president of SACUS 1978–79, in March . . . **John C. Holt,** author *(How Children Fail, How Children Learn),* critic of authoritarian education, in September . . . **Evangeline H. Ward,** suddenly in October in Australia where she had gone to present a paper to the Australian Early Childhood Association Triennial. Evangeline was past-president of NAEYC, past-president of the U.S. National Committee of OMEP, in voluntary early retirement as senior professor at Temple University. The 1985 New Orleans NAEYC Conference was dedicated to Evangeline.

Name in the news: Eighty-one-year-old Benjamin Spock made news stories everywhere in March with the publication of the 40th Anniversary Edition and fourth revision of his 30-million-copy best-seller. The new edition had a slightly changed title, now *Dr. Spock's Baby and Child Care,* and a co-author, Dr. Michael B. Rothenberg, 58, from Seattle.

Highs and lows in the year

The "state of the family" as reported in 1985 was . . . mixed. The rate of divorce declined. So did the rate of marriages. The "echo baby boom" begun in the mid-70s continued its boomlet. In 1984 births totaled 3,697,000, more than in 1983 but a far cry from the 4.3 million peak reached in 1957. The 1984 boost, largely because of the high fertility rate of women age 30–34, guaranteed a demand for early childhood teachers on into the 1990s.

Several other "highs" were reported in 1985 but not very pleasing ones. An international study by the Alan Guttmacher Institute revealed that the United States led other "advanced" nations in the rate of teenage pregnancies. The distressing score: For 15- to 19-year-olds the United States had 96 births per 1,000; England and Wales, 45; France, 43; Sweden, 35; the Netherlands, 14. We "won" again in births in the under-15 age: five per 1,000 girls age 14; only one other country had even a single birth per 1,000.[9] At the Children's Defense Fund February National Conference Marian Wright Edelman warned: "The tide of half a million babies born annually to teen-mothers locks a new generation of children into poverty." To try to combat this CDF announced a five-year campaign to prevent teen pregnancies.[10]

Another "high": The National Center for Health Statistics told that births to unwed mothers accounted for one baby in every five, the peak since the numbers were first tabulated in 1940. This contributed to another worrisome record: The doubling in 15 years of one-parent families — 26% of all families with children under 18, in contrast to 22% in 1980 and 13% in 1970.

Poverty traveled hand-in-hand with single-parent families. Forty percent headed by White women, 60% headed by Black women, lived in poverty. Poverty in particular dogged children. A Congressional Budget Office study, *Children in Poverty,* reported: "Poor children represent 40% of the total poor in the US." A Census Bureau report released later in the year gave a rosier picture: The poverty rate for U.S. children dropped in 1984! Good news, **but:** The drop was a slight one, only 0.9%, and the improvement was spread unevenly. White children made some gains (a drop to 16.1% from 17%); poverty among Black children held steady at 42.6%; and the situation for children of Spanish origin worsened, going up from 37.7% to 38.7%.

One way to empower children . . .

The Swedish Pediatric Academy had a solution. It proposed extending the franchise in Sweden to 1.9 million new voters — all the children from newborns on up to 18-year-olds! The rationale: Children get so little of every country's wealth because they have no political clout. The proposal did not envisage babies in the polling booths. Parents would vote on behalf of their children until an undefined age when "children are old enough to make up their own minds."

Infant mortality at lowest rate ever in U.S.

One cheering statistic emerged in 1985, although even it was slightly tarnished. The National Center for Health Statistics released the story on infant mortality in 1983: 10.9 deaths per 1,000 live births, a new low. Better yet, provisional figures for 1984, available later in the year, showed an infant mortality rate of 10.6, "the lowest annual rate ever recorded in the United States." Margaret Heckler, at the time HHS Secretary, set a department goal at "no more than 9 infant deaths per 1,000 live births by 1990." Representative Mickey Leland (D-TX), Chairman of the House Select Committee on Hunger, dampened the cheering. In a letter (October 24) to *The New York Times* he cited a 39% gap between the infant mortality rate of the rural poor and the rest of the nation. He also pointed to the 16% gap in his Houston congressional district between Black and White mortality rates.

The prince and the preschool

Enrollment of threes and fours in preprimary groups increased from 21% in 1970 to 38% in 1983, a growth rate of 81%.[11] Seemingly early education was not in need of a "hard sell." Yet a picture in almost every newspaper in 1985 was enough to make every PR specialist drool. The caption: "The Prince and Princess of Wales looked on proudly and fondly as their elder son, 3-year-old Prince William, was welcomed by his teacher on his first day of school."

Strides in kindergarten programs

The three major changes in the schooling of fives and fours, so much in the news in 1984, continued to be hot items for discussion — and for some action — in 1985. Full day kindergartens, compulsory kindergarten attendance, and public schooling for fours were all still on the front burner. *Education Week* (October 16) quotes the

National Conference of State Legislatures: "Early childhood education and child care are the most significant new areas of legislative activity in 1985."

The actual achievements since those recorded in *A Look at 1984:* **Florida, Kentucky,** and **Louisiana** made kindergarten "quasi-compulsory," establishing first grade requirements that, in effect made kindergarten attendance necessary. **Oklahoma** went further, requiring developmental screening to test whether children were ready for kindergarten! **Georgia** mandated that all schools offer full-day kindergartens beginning in 1987–88. **Illinois** and **Massachusetts** made appropriations that encouraged school districts to move to full-day programs.[12] Despite much talk no states joined the **District of Columbia,** which alone has public schooling for all of its fours, and in full-day programs. Most likely soon to follow: **New York City,** which was optimistic about achieving this goal by September 1986. The year's actual new funding for fours went to programs serving children with special needs. **Illinois, Massachusetts, Missouri, Michigan,** and **Washington** State all voted monies for fours "at risk," joining nine other states already involved in major funding. One of the nine, **New York,** increased its support for prekindergartens from $9 million to $14 million.[13]

One movement continued in 1985: **Louisiana, Kentucky,** and **Maine** joined the states making kindergarten mandatory. **Alabama** achieved funding to reach all of its fives. Plus one important new 1985 emphasis: a concern with reducing kindergarten class size. **Indiana**'s Project Prime Time, a three-year state-supported K–3 size reduction plan, gave support to this development. Its results: "Happier, more productive teachers; more responsive students; very satisfied parents; less reliance on textbooks; more individualization; more creative experiences. . . ."[14] Also supportive: a **Chicago** Board of Education study showing fives in half-day classes of 16 out-scoring fives in full-day classes of 22 to 28 pupils.

Champions of early education

Three associations threw their very considerable support behind early education in 1985. The Board of Directors of the **Association for Supervision and Curriculum Development** (ASCD) adopted a resolution directing that "attention to the needs of young children be reflected in Association research, fact-finding, publication and programs." The **American Association of School Administrators** (AASA) sponsored a special conference in September on the school's role in providing child care and prekindergarten education. Most involved: NAESP, the **National Association of Elementary School Principals.** NAESP voted to give "high priority to preschool education," and announced a long-term goal of full-day public schooling for fours. More immediate steps: a special issue (May) on early childhood education in *Principal,* the association's journal; a fall conference with High/Scope, NAEYC, and other organizations to assess needs; and a series of early childhood workshops for principals on the completely right idea that "training for principals is a 'must.'"[15]

Warnings

The excitement about schooling for fours was tempered by many warnings. From High/Scope's David Weikart: "If schools introduce programs for fours without regard for quality, the backlash against early education will be severe." From NAESP Executive Director Samuel G. Sava: "There is the danger that we may simply transfer first grade curricula and all the things we are doing wrong there to the schooling of four-year-olds." From Edward Zigler: "The hazard exists that early schooling may replace valuable play time to the child's developmental detriment." From the Gesell Institute of Human Development: "Why not give children the 'Gift of Time' — not earlier time (of public schooling for fours or a pushed-down academic curriculum) but just time to be as they are now." From a University of Texas study of that state's new half-day programs for disadvantaged fours, warning that results will not be as successful "as advertised" because of large class size, lack of qualified teachers, and lack of early childhood expertise in school leadership.[16]

Differing viewpoints for early education standards

Contrasting reactions to standards for teachers of young children appeared in 1985. Edward Zigler, worried about the imposition of inappropriate academic pressures, changed the position he held when CDA was founded and plumped for CDAs as teachers for fours and in child care rather than as assistants. Zigler's hope: CDAs would emphasize play and socializing.[17]

NAEYC came out for higher standards, publishing the first national curriculum standards for two-year colleges offering associate degrees in Early Childhood Development.[18]

The Cato Institute, a Washington-based Libertarian "think tank," proposed the elimination of all standards. Staff-child ratios headed its list of unnecessary regulations but Cato also opposed "stringent" building, fire, and health requirements. Its solution: Require day care homes and child care centers to register — that's all — and let parents take the full responsibility for determining quality.

Issues anger child care workers

A nationwide strike of child care workers was a solution proposed at NAEYC's New Orleans Conference, but over one thousand settled for petitioning the Board to "take a stand" on low pay. Marcy Whitebook of the Child Care Employees Project reported that two out of three child care workers earn less than a poverty wage, and that the annual staff turnover is more than 40%.[19]

AFT President Albert Shanker called the misassignment of teachers "education's dirty little secret" and charged that "misassignment constitutes malpractice in education." He was commenting on a report that 40% of U.S. upper-grade students are taught by teachers not qualified in the subject matters they were teaching. Shanker had several suggestions, like: "Each classroom should display a certificate showing what the teacher is qualified to teach, just as other professionals hang their certificates in their offices. . . . We should require written permission from parents before a child can be placed in a classroom with a misassigned teacher. . . ."[20]

Shanker's suggestions (and anger) can be applied as well to early childhood, where "misassignment" is also a "dirty little secret." There has been little noise about kindergartens taught by elementary-certified teachers or teachers with a minuscule "kindergarten add-on"; about Head Start and child care groups taught by CDAs, qualified only as assistants but regarded as teachers; about all the groups with no one in charge certified or credentialed or trained in any pertinent field. Early childhood, of course, has gotten one reward for keeping the secret: Many early childhood groups are "affordable."

More warnings about TV violence and children

Nothing very new happened in children's television in 1985. Once again television's violence was condemned by one more important organization. The latest to view with alarm: the **American Psychological Association** (APA). Stressing that "we don't take a position on social issues unless there is a solid data base," APA, after a five-year study of the relevant research, warned about the link between mayhem on children's programs and aggressive behavior in children. Once again **Action for Children's Television** submitted an official complaint to the Federal Communications Commission. This time toy manufacturers were charged with "creating program-length commercials," mixing up programming with propaganda, storytelling with selling. Once again FCC declined to interfere. Once again startling figures showed television's grip. 98% of U.S. homes have TV; children ages two to five reportedly watch an average of 28 hours a week. And once again a year went by with no new creative programs for young children to watch and no new programs on parenting.

TV and reality

There was one development, a new criticism, this from the **National Commission on Working Women.** After studying 15 sitcoms and eight dramas for five weeks, the commission charged prime-time TV with ignoring the concerns of the country's working mothers. "No single mothers on television live in poverty. No children lack essentials or extras. Serious race and sex discrimination do not exist. Young children are so self-reliant that they don't need child care or the care is automatically provided by loving relatives or live-in help. . . ." The response of the TV industry: TV entertainment is supposed to be "an escape from the front pages."

NAEYC activity at peak

NAEYC's year was its busiest ever. Membership grew from 43,000 to more than 47,000. The new **Child Care Information Service,** with a three-year $690,000 grant from the Carnegie Corporation, was staffed (Deborah Phillips, Director); computerized (Wang VS-65 with 10 terminals); and was busy building six data bases, answering phone and letter inquiries, testifying before congressional committees, and responding to press and TV reporters. The **National Academy of Early Childhood Programs** (NAEYC's accreditation project) was also well underway, swamped from the first by more than 2,000 requests for applications. No centers had been accredited at year's end but 400 in 39 states were at work on self-study, and thirteen foundations had contributed almost $350,000 for training validators. All of the above plus the new responsibilities for CDA mentioned earlier.

Affiliate groups

Perhaps the most exciting development: The growing number, strength, and imaginative activity of NAEYC affiliates. The **Montana AEYC,** for example, and the Home Ec Department of MSU received grants of $85,000 to develop the "Early Childhood Project," with a staff of three publishing a newsletter, sponsoring workshops, identifying early childhood consultants in the state, coordinating services, and buzzing with plans for 1986. The **Missouri AEYC** was a step ahead of Washington headquarters. Financed by a major grant from the St. Paul Companies, Inc., MAEYC set up the Missouri Center of Early Childhood Education Programs for Voluntary Accreditation.[21] Using standards worked out over a four-year period with the State Department of Education, the plan calls for self-study by centers followed by on-site visitation by a team of professionals. It was anticipated that 35 centers would be listed in the 1985 edition of Missouri's first State Directory of Accredited Early Childhood Education Programs. The **Alaska AEYC** established a unique relationship with its State Department of Education, trading consultation on matters relating to young children in return for state financing of a working conference and monthly teleconferences of AEYC leadership. The **Texas AEYC** hired a professional legislative consultant to strengthen its advocacy efforts, crediting this step with the defeat in the legislature of moves to undermine funding for full-day kindergartens and the new maximum of 22 pupils in K–2.

Maternal leave policy studied

A blue ribbon panel in conjunction with the Yale Bush Center in Child Development and Social Policy issued a call in November for a national policy on infant care leaves.[22] Its recommendations: Leave for mothers of newborns for a minimum of six months with full benefits and job protection, and 75% of salary for three months. The estimated cost of $1.5 billion — "not enough to break the bank," in the panel's words — would be borne by federal or state-managed insurance funds or by private insurance. A bill moving in this direction — a minimum of 18 weeks leave but with no wage replacement — was introduced by Representative Patricia Schroeder (D-CO). One fact to ponder: The United States is the only one of 75 countries studied that does not have some statutory requirement of leave for mothers of newborns.

Parent education

Mothers and their young children — in this instance, the first three years of life — were also the concern of Missouri's "New Parents as Teachers Project," which issued in 1985 the results of a three-year evaluation. Carried on by the State Department of Education in four school systems, with consultation from Burton White's Center for Parent Education, the project provided regular get-togethers for mothers, and private visits in their homes by parent educators beginning with the third trimester of pregnancy. The evaluation showed significant gains in intelligence and language from what White described as "not a superbaby type program that demands heroic behaviors from parents but a low-pressure, comforting, enjoyable experience for all involved." [23]

Two other newsnotes: **1)** The spread of HIPPY (Home Instruction for Preschool Youngsters) to several U.S. communities: Richmond; Tulsa; Dade County, Florida; Glendale, Arizona; East Orange, New Jersey. Geared to promote "increased awareness by mothers of their own strengths and potential as home educators," the program has been widely used in Israel and in various European countries.[24] **2)** The growth of interest in home-grown versions of an old British idea, the nanny as a solution to child care. Seven colleges were reported to offer nanny training courses; there is a National Nanny Newsletter, and an American Council of Nannies concerned with standards.[25]

Health and safety

Young children gained additional protections in 1985. The Food and Drug Administration approved the first vaccine to protect two-to five-year-olds against bacterial meningitis, a disease that has killed an estimated 1,000 children each year. The Environmental Protection Agency ordered the nation's refineries to take 91% of the lead out of gasoline by January 1, 1986. EPA estimated that its action would save about half of the 344,000 who would otherwise get lead poisoning in 1986. The agency also proposed a total ban on lead in gasoline by 1988. In a third good development HHS initially urged the aspirin industry voluntarily to print a label warning that the often-fatal disease, Reye's Syndrome, can result if children are given aspirin for flu or chicken pox. When the industry was slow to respond, HHS issued a regulation requiring the warning, beginning in 1986. At the state level, since Kansas in 1980 set up the first Children's Trust Fund, 30 other states have followed suit, generating monies from marriage license and birth certificate fees to be used for programs to prevent child abuse. In 1984 there were 1.2 million reports of child abuse and neglect. The November National Conference on Child Abuse and Neglect publicized "20 percent by 1990," its goal for the reduction of abuse.

Research in early childhood

Research in early childhood received a great boost in 1985, in large part thanks to the clout High/Scope's Perry Preschool Report carried with state legislatures. In new developments: The University of North Carolina's Frank Porter Graham Child Development Center released findings similar to the High/Scope report from a 14-year study it had conducted. . . . New York University's Institute for Developmental Studies, tracking down the 19- to 21-year-olds who had been in the Martin Deutsch pre-Head Start programs in New York City also came to similar conclusions. . . . The Ford Foundation and the Carnegie Corporation awarded $600,000 to Bank Street College and the Wellesley College Center for Research on Women for a study of early childhood programs in public schools. . . . And two new journals of research were announced, ACEI's *Journal of Research in Childhood Education* (John R. Cryan of the University of Toledo, editor) and NAEYC's *Early Childhood Research Quarterly* (Lilian G. Katz, University of Illinois-Urbana, editor).

State licensing for church-run centers

The drive of some church-run children's centers to escape state licensing was turned aside a bit in 1985. The Texas Supreme Court dismissed the argument that licensing involved an "excessive entanglement of state and religion." The Kansas Supreme Court made a similar decision. A federal appellate court in Virginia let stand a lower court's ruling that had overturned a law in that state exempting church centers from licensing. And a North Carolina Senate Committee turned down a proposal to exempt church centers. In Virginia an effort was made to open a new escape door, this by some commercial operators who sought, unsuccessfully, to have supervision of their centers moved from the Department of Social Services to the Department of Commerce.

Anniversaries not to celebrate

We said at the beginning that anniversaries were news in 1985. One more: This was the 40th anniversary of the world's first nuclear explosion (in the New Mexico desert) and of the dropping of the first atomic bomb, on Hiroshima. In the preface to their new revision, the Drs. Spock and Rothenberg urge parents to be activists, working to make this a good world for children and to preserve the world from nuclear annihilation. That's wise advice for educators too. If we can help to hold the world together I'll follow up on the cliffhangers — the insurance crisis and the cuts from the Gramm-Rudman-Hollings bill — and recording the other good and bad news affecting young children in *A Look at 1986*.

NOTES

1. The March/April issue of *Children Today* and the May 8 *Education Week* featured the Head Start story.
2. National Coalition of Advocates for Students, 76 Summer St., Boston, MA 02110.
3. *Education Week*, November 13 and December 18, contains excellent summaries of the impact of P.L. 94 – 142.
4. See the May 1985 Special Report from the Day Care Information Service on "The Day Care Insurance Crisis." 8701 Georgia Ave., Silver Spring, MD 20910.

5. Another busy city: Honolulu began construction of a child care center for 255 children of its own city/county employees, to open September 1986.
6. See *Employer-Supported Child Care: Investing in Human Resources,* by Sandra Burud (Auburn House Publishing Co., Dover, MA, 1984); *Corporate Financial Assistance for Child Care,* by Dana Friedman (New York: Conference Board, 1985); *Preliminary Report of the Workplace Impact of Working Parents* (Lansdale, PA: Child Care Systems, Inc., 1985).
7. *Helping Churches Mind the Children*. New York: National Council of Churches of Christ, 1985.
8. The Administration tried to get out of some of its present funding of child care, proposing to convert the child care **credit** to a less-helpful income tax **deduction.** The resulting uproar changed the President's mind.
9. March/April "Family Planning Perspectives." Alan Guttmacher Institute, 360 Park Ave. S., New York, NY 10010.
10. "Comprehensive Prenatal Kit." Washington, DC: Children's Defense Fund.
11. *Early Childhood Development Programs in the Eighties: The National Picture,* by Lawrence J. Schweinhart. Ypsilanti, MI: High/Scope Press, 1985.
12. The ERIC/EECE *Newsletter,* No. 4, 1985, discusses "Full-Day or Half-Day Kindergartens?" Urbana, IL: Educational Resources Information Center.
13. Schweinhart, op. cit. Also: *National and State Perspectives on Programs and Research in Prekindergarten Education*. Baltimore: Maryland State Department of Education, 1985.
14. *Education Week,* October 16.
15. *Report on Preschool Programs,* August 6, is a Special Issue on Prekindergartens. See also: "Early Childhood and the Public Schools: An Essential Partnership," by Helen Blank with added criteria by Gwen Morgan, in *Young Children,* May 1985.
16. *Report on Preschool Programs,* December 11.
17. A similar position is taken by Sharon L. Kagan of the Yale Bush Center in "4-Year-Olds and the Schools," *Education Week,* December 11.
18. 1834 Connecticut Ave., N.W., Washington, DC 20009.
19. The Child Care Employee Project brings out a quarterly, *The Child Care Employee News,* and publications. Its latest: *Managing the Media Maze: A Research Guide for Child Care Advocates*. Berkeley, California.
20. Shanker's comments: *Education Week, November 6. The survey: Making Do in the Classroom: A Report on the Misassignment of Teachers*. Washington DC: Council for Basic Education, 1985.
21. Barbara Fischer, Coordinator. Child Study Department, Stephens College, Columbia, MO 65215.

22. Name a famous name and he/she was on the panel: Zigler, Brazelton, Bronfenbrenner, Caldwell, Kagan, Kamerman, Provence, Richmond . . . to list a few of the 14.

23. New Parents as Teachers Project, Mildred Winter, Director. P.O. Box 480, Jefferson City, MO 65102. See also the October *Newsletter* of the Center for Parent Education, Newton, Massachusetts.

24. Developed by the National Council of Jewish Women, USA Research Institute for Innovation in Education, Hebrew University of Jerusalem.

25. *Report on Preschool Programs,* July 23.

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EARLY CHILDHOOD EDUCATION
TWENTY YEARS IN REVIEW

A LOOK AT 1986

Children's Initiative" for preventive programs gets a push

No one expected early childhood programs funded by Washington to fare well in 1986. The bugaboo: the Gramm-Rudman Balanced Budget and Emergency Deficit Control Act. It was a welcome surprise that children's programs were relatively unscathed by the end of the Congressional session. One reason was the strong support for what became known as the "Children's Initiative," a bundle of nine authorizations and appropriations. The Children's Defense Fund, the National Education Association, the Center for Budget and Policy Priorities, and other groups had lobbied strongly for the "Children's Initiative." All pushed the idea that "preventive children's programs aren't that expensive."

Head Start benefited by a budget increase of $90 million; a cut of $46.7 million had been anticipated. Another "winner": WIC's budget was upped to enable it to feed about 3 million pregnant women and infants. More surprising: a new Washington venture was funded, $1 million for scholarships to help low-income candidates earn the CDA credential. Other new programs authorized but not funded in the '86 session: $10 million for on-campus child care centers for children of low-income college students; an expansion of Medicaid to low-income pregnant women and to families with children in the first year of life; a provision for "crisis nurseries" providing up to 30 days of free care to abused or neglected children.

As the year ended, however, there were sure signs that battles over the budget would be fought again in 1987. Some tax experts warned of major cuts, claiming that Congress had been able to stay within the constraints of Gramm-Rudman in 1986 only by shuffling figures. Their prediction was that such gimmickry would not work a second year. A report of the House Education and Labor Committee, "Children in America: A Strategy for the 100th Congress," came at the budget battles ahead in a very different way. The report hit hard at Head Start's small enrollment, only 18% of eligible preschoolers; it called for an annual 20% increase until all disadvantaged youngsters are served. It also pointed out that, despite the increased 1986 appropriation, WIC would reach only half of those eligible for its aid. The committee urged a 10% annual increase for WIC.

The importance of the early years

One House member supporting the "Children's Initiative" spoke of a "sense of compassion" in the committee. Probably more important was the growing public recognition of the importance of the early years of life. Symbolic of this surge of awareness was the lead article in a special Education Supplement (April 13) of *The New York Times:* "Early Schooling Is Now All the Rage." More solid evidence came from a Census Bureau report summarized in news headlines: "Enrollment in Preschools Reaches Record High." [1] The census showed 39% of all three- and four-year-olds, 2.5 million children, in schools, a 25% increase from 1980 and a 400% increase over 1965! One fact noted in the report: "The increase occurs among children of non-working mothers as much or more than among those of working mothers." The report also showed an increase in kindergarten enrollment. In 1985, 94% of five-year-olds were in kindergartens, up from 80% in 1980 and 71% in 1965.

Equal start urged

The number of four-year-olds in public schools did not add greatly to the census totals, but the attention given to the idea of four-year-olds in public school added to the headlines. One major story: the report of New York City's Early Childhood Education Commission, "Take A Giant Step." Citing Head Start and New York State's 20-year-old Experimental Prekindergarten Program, the report stated that "the time for further experimentation is long past" and called for "an equal start in education for all of New York City's four-year-olds." [2] *The New York Times* (April 2) hailed the idea as a "shining governmental initiative . . . that could become a model for cities everywhere: Send 4-year-olds to school!"

New York's Mayor Koch approved the concept but warned that only a small start could be made in 1986 because of funding problems. A start *was* made, however: 27 morning and afternoon three-hour groups for 20 children each.[3] Delaware also made a start on public schooling for fours as a part of its governor's "Focus on the First Sixty Months" program. It funded half-day groups in three of its school districts. **New York City** and **Delaware** thus joined the **District of Columbia, New Jersey, Oklahoma,** and **Pennsylvania** in offering free public education to four-year olds.

What kind of schools for fours?

Not everyone was pleased at the prospect of fours in public schools. The impact on private nursery schools was the worry of some. Other concerns: Burton L. White in his April *Newsletter* of the Center for Parent Education flatly opposed the idea: "To offer public money for everybody at age four would be to throw out a goodly amount of money since the child with no discernible developmental delay would not be benefited in any educationally significant way. . . ." More widespread: Fear for the fate of fours based on the plight of many fives in public kindergartens. One example of what fives face: A California survey uncovered "a preponderance of didactic experiences" in kindergartens, with 63.6% of teachers listing "academic pressure" as their major concern.[4] Similarly the Oregon Department of Education, surveying all elementary principals who had kindergartens, found "a strong trend toward emphasizing more academic instruction . . . an increase in the amount of teacher-directed activities and a decrease in child-selected activities and play."[5] There was also the (surprising to me) expression of opinion in a nationwide Gallup Poll carried out for Phi Delta Kappa. While heavily favoring kindergarten for fives — 7 out of 10 even favored compulsory attendance — 64% opposed starting children to school at age four.[6] One wonders what image of "school for fours" the respondents had in mind. But that was the important question: What should school for fours be like?

Do's and don'ts

Major professional organizations tried hard to clarify good education for fours and, in the process, to rescue fives. In 1985 SACUS had published a position paper on "Developmentally Appropriate Educational Experiences for Kindergarten." In 1986 it followed up with a second statement, "Quality Four-Year-Old Programs in Public Schools," setting forth 15 specific "Do's" and six very blunt "Don'ts."[7] NAEYC published "A Position Statement on Developmentally Appropriate Practice in Programs for 4- and 5-Year-Olds." Its highlight: concrete examples of appropriate and inappropriate practices.[8] ACEI made available "When Parents of Kindergartners Ask 'Why?'," a booklet with answers to 17 questions often asked by parents worried about their five-year-olds' "academic learning."[9] The International Reading Association, jointly with five other organizations including ASCD and the National Council of Teachers of English, issued "Literacy Development and Pre-First Grade." The statement expressed strong concern about "rigid formal prereading programs."[10]

The extensive publicity given to an interview with NAEYC President David Elkind and NAESP Executive Director Samuel Sava at NAEYC's November Washington conference also helped to build some understanding. Full accounts were carried by *The New York Times* and *The Washington Post,* and nationwide by AP and UPI. One headline frequently used: "Experts Say Teaching Too Early A Turn-off."

The National Association for Elementary School Principals (NAESP) also announced the creation of a traveling National Principal's Academy, to offer training for principals and supervisors on quality four-year-old education, what it is and what it isn't. NAESP allocated $500,000 for materials for the institutes, workshops, and training courses, evidence of a serious commitment.

Time magazine (using two terms new to me) made clear the need for all this effort. It reported (April 7) on parents' push for "preschool hothouses" in their eagerness to "jumpstart" their children.

Accreditation moves forward

The National Academy of Early Childhood Programs, NAEYC's accreditation division, announced that 137 programs had met its standards by year's end, a big step toward quality. The 137 included child care centers, nursery schools, lab schools, co-ops, Head Start, and Montessori programs. More significant than the impressive first-year total: 1,000 other centers were "waiting in the wings," working toward approval. Among the "goodies" for all those approved: a gold-embossed certificate, and a distinctive logo indicating the Academy's blessing.

Methods do make a difference

One investigation into the effect of different kinds of early childhood programs received wide news coverage. High/Scope tracked down 68 three- and four-year-olds now age 15. The youngsters had originally been randomly assigned to three programs which were alike in having trained teachers, home-visiting, parent participation, and small class size. The one difference: their way of teaching. Group 1 used "the direct-instruction approach" of Bereiter-Englemann DISTAR; group 2, High/Scope's "open-framework approach"; group 3, the "traditional nursery school approach." The startling finding: By age 15 the youngsters who had been in groups 2 and 3 had engaged in only half as many acts of personal violence, one-fifth as many acts of property violence, and only half as many acts of drug abuse as did those who had experienced "direct instruction." [11] This led High/Scope to a change in position. Their previous conviction: Good quality early childhood programs could be built on any theoretically coherent model. Their present view: "A high quality preschool program must have an abundance of child-initiated learning activities." [12]

One relevant obituary

Rudolf Flesch died in October at age 75. His 1955 heavily promoted headline-catching *Why Johnny Can't Read* and his 1981 *Why Johnny Still Can't Read* did much to inflame parental anxiety and to intensify the pressure for formal teacher-dominated programs.

Support for special programs

An increasing number of states appropriate money, not for all fours but for "special fours," those "at risk of academic failure" or "with potential for learning problems" or from low-income families. Florida in 1986 was the latest to join up, appropriating $50,000 to fund a State Advisory Council on Early Childhood Education and $700,000 for four-year-olds, half of whom must be disadvantaged. The Florida plan allows school districts to contract for services to threes and fours with private nonprofit and for-profit groups that meet the school district's standards.

The nation's governors at their annual conference at Hilton Head Island, South Carolina, in August gave strong support to schooling for disadvantaged four-year-olds. The governors called for "quality early childhood programs for (such) 4-year-olds and, where feasible, for 3-year-olds." Both NEA President Mary Hatwood Futrell (July 9) and AFT President Albert Shanker (September 3) spoke out for public schools as the right place for disadvantaged four-year-olds.[13] To further all this, High/Scope Educational Research Foundation, whose Perry Preschool study had had major influence on the states already taking action, received a $460,000 grant from the Carnegie Corporation to "increase and improve the quality of programs for young children living in poverty."

Helping children at risk

The states' growing sense of responsibility for disadvantaged fours — and the challenges this presented to Head Start — were the subject of discussion at the 13th Annual National Head Start Association Conference in Portland in April and at NAEYC in Washington in November.[14] **One general worry:** Would public school programs for fours concentrate on academic achievement, overlooking such important Head Start components as parent involvement, health, and social services? **One specific worry:** Would minority four-year-olds get a fair shake in public school programs? Early in 1986 the National Black Child Development Institute expressed grave doubts. When its publication "Child Care in the Public Schools: Incubator for Inequality" was released, Institute Director Evelyn A. Moore charged that the "public school report card earns a failing grade from the black community." [15] NBCDI was still leery late in the year. At NAEYC another spokesperson said: "Minorities feel that the public schools have traditionally failed their children, especially the black males. Getting them at a younger age means failing them earlier."

Other challenges confronting Head Start: The possibility of the loss of many of its teachers with CDAs, wooed by higher salaries to work as aides in school programs. . . . The possibility of lowering Head Start's "target age" from four to three and the effect of this on class size, and on the number of children Head Start could serve.

The problem of how with its budget Head Start could serve more children persisted. One 1986 idea, initially proposed by Head Start's administration and adopted in some regions, was finally rejected. It would have allowed children to attend for only one year, thus opening up more places in the program. About 29% now go to Head Start for more than a year.

Maine had a better idea. Recognizing that Head Start at best could hope for only small yearly increases, it took the initiative in expanding Head Start by appropriating state funds for the program, becoming the only state to do so. The action thus far: $1.6 million voted in 1985; $1.9 million in 1986; and a Head Start line item in the budget of the Maine Division of Community Services, assuring that the idea will carry on. The impact: Maine now serves 25% of its eligible children, one-third more than the national average. It also equalized the funding among its 13 Head Start grantees so that all — big, small, rural, urban — serve the same percentage of eligible children for the same number of hours.[16]

Head Start study

Another of Head Start's old problems — proving its effectiveness — popped up again in 1986. This year's flare-up had its beginnings in late 1985 when Head Start released the findings of a three-year study it had commissioned.[17] The conclusions: Head Start helps *families* by providing health and social services and by influencing other community agencies to provide services. It helps *children* enjoy significant *immediate* gains in cognitive, social, and emotional test scores and in their health status. But there was a "but": The study found the children's gains to be short-lived, the opposite of the conclusion other recent studies had reached.

The critical findings received wide publicity and were sent to all members of Congress. A 1986 rebuttal by Lawrence K. Schweinhart and David P. Weikart was also widely read. The gist of the reply: Head Start is no one program the same everywhere but a wide variety of local efforts. "We do not know the effects of all the programs but we do know that adequately funded Head Start programs run by well trained, competent teachers can achieve the level of quality that will lead to (long-lasting) benefits." Their conclusion: "Now is the time for renewed commitment to Head Start and to its improvement." [18]

Kindergarten issues still debated

A familiar kindergarten controversy — full-day versus half-day groups — continued as an issue. A 1986 study reported that one-third of all fives go to full-day groups and predicted the number would increase.[19] New York City began to move from half- to full-day groups in 1983. By 1986 61,000 fives were in regular school-length programs. No formal study had been made but New York's impression of the move was highly favorable: "With three more hours of school each day the city's five-year-olds are now learning more English, hearing more stories, eating more nutritious meals, and taking more trips to zoos and firehouses." [20]

Chicago, on the other hand, concluded that full-day versus half-day was not the important question. It examined the basic skills scores of 9,000 kindergartners in 100 poverty-areas schools and put its finger on *small class size* as the key to success. The highest scorers: those children in either full- or half-day sessions who had an average class size of only 16.[21]

Child care salaries: More depressing figures

The low salaries paid child care workers were spotlighted in a variety of 1986 reports. The *Family Day Care Bulletin* focused on the income of home-based child care workers, the largest group in the field. The finding: "Family day care providers are woefully underpaid." The best estimate: an average annual income of about $4,000 for regulated day care homes, with Blacks and Hispanics earning less. Everyone earned less in the "underground" unregulated homes which make up about 70% of the total. One fact worth noting: These "woefully underpaid" workers are responsible for 80% of all infant day care.[22]

Workers in child care centers fared little better. The *Child Care Employee News,* as it does in issue after issue, carried salary surveys.[23] The 1986 Winter Issue cited a report from the Oregon AEYC:

the 40% of the state's child care teachers who responded earned $5.49 an hour or less. And the Virginia Division for Children reported that child care teachers in that state earned between $8,112 and $9,947 per year; aides between $7,014 and $7,920. The 1986 Summer-Fall *News* had two reports: teachers in California's Kinder-Care and La Petite Academy, private-for-profit centers, earned $3.50 to $5 an hour; in Los Angeles the average hourly salary of aides in 80 centers studied was $4.38; teachers, $5.34; teacher-directors, $6.96; and directors, $9.63. The slogan on the masthead of the *Child Care Employee News* is, "Give a child care worker a break." One can see why.

More depressing figures came from other reports. In the Ann Arbor, Michigan, centers the average hourly salary for directors and teacher-directors was $7.61; for teachers, $6.35; for aides, $4.57.[24] In New York State head teachers earned $6.23 hourly; assistant teachers, $5.17; aides, $4.26. The average annual New York State child care center wage was $7,893.[25]

A report from the Bureau of Labor Statistics emphasized one price paid for these low salaries: in 1984 a 42% annual turnover of staff! The New York State study uncovered another price: fewer college students specializing in under-six education because of the low entry-level salaries.

The talk is always of "affordable but good" child care. At some point we have to face the fact that those two ideas have a hard time going hand-in-hand. Some salary comparisons show why. In 1985 the average private school teacher salary was $19,000; the average public school salary $25,257. Because of these salaries parents sending their children to private schools had to pay an average tuition of $8,000. The U.S. average spent on a public school child was $3,677 (with Alaska the top-spender at $8,044). The figures say to me that there never can be good child care unless there is strong tax support or a solid endowment. In 1986 tax support for child care was rare and the only "endowment" was the labor of the field's grossly underpaid workers. This situation often made child care "affordable" but seldom made it "good."

One happy story

The Winter 1986 issue of *Child Care Employee News* carried one up-beat report indicating an approach some child care workers might be able to follow. The University of Connecticut, pushed by its

Professional Employees Union, conducted a three-year "comparable worth" study, examining the training and skills demanded by the jobs of all professional nonclassified employees, including the teachers at the campus child care center. The upshot: child care teachers' entry salaries rose from $14,500 to $18,452, with the possibility of a maximum of $35,000 for teachers with ten years' experience![26]

One form of tax support

The child care tax credit seemed to be working. In 1983 for the first time a line appeared on the short form, 1040A, allowing families who do not itemize to claim this credit, joining those who used Form 1040. Figures released in 1986 showed that 6.4 million taxpayers claimed the credit and received $2.1 billion in tax benefits.[27]

The tax credit may even be working "too well." Late in 1986 a Reagan-appointed Working Group on the Family issued a report recommending the elimination of the tax credit. In "The Family: Preserving America's Future" the study group proposed instead an increase in the personal tax exemption to $4,000 or $5,000, hoping this would persuade more mothers to stay at home.

My wish is that somehow the tax credit would work even better. There is no question that it helps the family pocketbook, but there is also little evidence that it produces better child care.

Employer-supported child care slow to help working parents

But the hope persisted that somehow there could be good child care without higher taxes or higher fees. Many people's favorite "magical solution": Employer-supported child care! There was only one trouble. Employers were not rushing in to save the day, or so it seemed (depending on what paper you read). The United Press Syndicate (July 1) reported: "Fewer than 3,000 companies provide some form of child-care assistance." Using the same figures *Report on Preschool Programs* (May 28) said: "Employer interest appears to be accelerating rapidly, with more than 2,500 employers offering some form of child-care assistance."

There were some advances to be sure. The Council on Economic Priorities reported in December that the number of companies with referral programs to help parents locate child care services increased from 300 in 1984 to 500; those subsidizing on-site child care centers rose from 120 in 1984 to 150; those offering employee-benefit packages aimed at helping the working parent went from 500 in 1984 to 800. Not exactly a stampede when one considers that 44,000 U.S. companies had a work force of more than 100.

The General Accounting Office in Washington found that only 1,500 of an estimated 700,000 preschoolers of federal employees the country over were enrolled in federal child care centers. Clearly at least one big employer, Uncle Sam, wasn't panting to do the job.[28] In contrast, hospitals were the exception to the general rule. They operated the largest number of on-site child care centers in 1986. Hospitals, of course, are caring places, but stark necessity rather than compassion seemed to be the explanation. Especially in the late 1970s hospitals were desperately short of nurses.

Publications in the news

Many new magazines and newsletters for early childhood workers cropped up in 1986. Biggest and most impressive: *Pre-K Today,* aiming at a circulation of 35,000, published by the well-established Scholastic, Inc., 48 pages of slick paper, many in color, with articles on "Teaching and Caring for Infants to Fives" and materials to use directly with children.[29] Other new arrivals: *Early Childhood Research Quarterly,* sponsored by NAEYC and ERIC/EECE.[30] . . . The Association for Childhood Education's *Journal of Research in Childhood Education,* a biannual in February and August . . . *Extensions,* 8 pages, 6 issues, concentrating on ideas for applying the High/Scope Curriculum and interchange of news among those using that curriculum. . . . *Child Care Professional,* 6 times yearly, 8 pages promoted as "short, punchy, non-academic" emphasizing the "how-to."[31] . . . So many new journals and newsletters come out each year it is easy to miss some. One whose birth we passed over too lightly — the *Ecumenical Child Care Newsletter,* worthy of more than passing attention because it is sent bimonthly to the largest providers of group services — the directors of nursery schools and day care centers housed within church facilities. A fact worth remembering: "For every child who enters the church on Sunday for church school, eight enter on Monday for a weekday child care program."[32]

In other publication developments: *Education Week* which covers all levels of education through college, began two new columns, "Early Years" and "State Trends in Pre-K" . . . *Dimensions,* the journal of SACUS, the Southern Association on Children Under Six, published its 15th Anniversary Edition and also added a new column, "Child Advocacy." . . . The National Council on Working Women made a solid contribution to clarity about our country's child care situation by publishing a four-page "Child Care Fact Sheet," pulling together clearly the data on the number of working mothers and the ages of their children; the kinds of child care available and their use; facts on affordability, quality, and worker wages; and on the overall question of who supports child care.[33]

Among the year's more unusual conferences and birthdays

OMEP, the World Organization for Early Childhood Education, held its 38th World Congress in Israel in July. The theme: Young Children and the Quality of Life. Over 500 attended from 49 countries, including 40 from the United States. The next OMEP World Congress: London in 1989. (Two sad OMEP newsnotes: the deaths of one of its founders, Alva Myrdal, Nobel Peace Prize winner and longtime director of Sweden's Training College for Nursery and Kindergarten Teachers, in Stockholm in February; and of Asa Gruda Skard, former World President of OMEP, in Oslo in August.) . . . **UNICEF,** the United Nations Children's Fund, marked its 40th anniversary, a great force for good the world over. . . . **NAEYC** celebrated its 60th birthday in Washington, DC, in November with a record-breaking 16,000 in attendance. One cause for celebration: a membership which has grown to more than 54,000! . . . **Bank Street College of Education,** begun in 1916 by Lucy Sprague Mitchell as the Bureau of Educational Experiments, site of one of the country's first nursery schools, home base for such luminaries as Jessie Stanton and Barbara Biber, celebrated its 70th Anniversary. . . . The "old-timer" of the year: The National **PTA** held its 90th annual convention in Chicago in June. One interesting sidenote: an increase in the number of parents of children from birth to age five joining PTA preschool parent groups.

Perhaps only parents will appreciate another 1986 anniversary: In October there were parties (sponsored by Proctor and Gamble) to mark the 25th "birthday" of disposable diapers.

A very special honor, the first ACEI "Friend of Children" Award, went to Mr. Rogers of TV fame. The Award, to be given annually to someone outside the profession who "has made a significant contribution to the betterment of children," was presented at ACEI's April national conference in Greensboro.

Two pleasing notes from the world of TV: "Captain Kangaroo" returned to the tube after an absence of 18 months. His new series: weekday half-hour programs on 175 public broadcasting stations. Also very good news: Dr. T. Berry Brazelton began the third year of his TV program for parents, "What Every Baby Knows," carried weekdays on the Lifetime Cable network. The program usually includes a dramatic sketch to set up a problem, discussion with a small group of parents, and participation by an outside expert, all flavored with Brazelton's warm, human way and by his sensitive insights.

Health disasters in the headlines

One major setback in children's health was reported in 1986. In 1978, buoyed by its successful National Immunization Initiative, the U.S. Department of Health, Education and Welfare audaciously set the goal of a United States completely free of "indigenous measles" by 1982 "so that the illness never occurs after that date except when it is introduced from other countries." In 1982, with great fanfare, the Centers for Disease Control announced that the goal had been reached. Indigenous measles seemed licked—only three small clusters of the disease existed in the whole United States. But 1986 headlines told a different story: "CDC Says Measles Soared 117 Percent" . . . "Measles Outbreaks Worry Health Officials." By midyear almost 4,000 cases had been reported, an alarming number even though it represented less than 1% of the incidence of measles in the pre-vaccine period. The best guess on the cause for the rise: Too many unvaccinated preschoolers. Children zero to four years of age accounted for almost one-third of the cases reported.

Far greater threats to young children's future health were implicit in three of the year's biggest news stories. **The first:** the accident at the USSR's Chernobyl Nuclear Power Plant in May. The latest count: 31 dead; estimated future cancer cases up to 24,000. **The second:** the spread of AIDS, called by the World Health Organization and the Centers for Disease Control "the most serious epidemic of the last

50 years.'' As one step to meet the crisis, the U.S. Surgeon General urged that education about AIDS start at ''an early age,'' when children begin to inquire about sex, ''usually when they are in the third grade.''[84] **The third big news item:** in November the chemical spills from Swiss warehouses and factories into the Rhine, called ''Europe's worst environmental disaster.'' In November also there were two less-well-publicized stories. **The first:** a reminder of a past catastrophe, the 1984 toxic gas leak at Bhopal, India. Claiming that 2,889 deaths had resulted, India sued Union Carbide Corp. for $3.12 billion. **The second:** a warning from the Environmental Protection Agency that 40 million cases of skin cancer and 800,000 cancer deaths could occur in the next 88 years unless we control the use of chlorofluorocarbons, and end the depletion of our atmospheric ozone. All five happenings brought home sharply the fact that in our highly industrialized, interdependent world child advocates have to be concerned about a lot more than schools and classrooms in order to protect the young.

A bit of good news

All the health news was not bad news. Marking National Poison Prevention Week, there was the announcement that poison deaths of children have been reduced almost 90% in the past 25 years, thanks to child-resistant packaging, greater alertness on parents' part, and the presence of 319 poison control centers. These centers received 450,000 telephone requests for help in 1986.

There was also good news about infant mortality, falling to a record low of 10.5 per 1,000 live births in 1985. The new life expectancy for newborn boys was 71.2 years and 78.1 years for newborn girls.

Follow-ups

A Look at 1985 described the ''unprecedented tri-state (Washington, Oregon, Idaho) training effort'' of the Seattle-based Early Childhood Telecommunications Project to reach home day care providers: six half hours of ''Spoonful of Lovin' '' carried by five PBS stations. The 1986 follow-up: six half hours of a new program, ''Parenting: Growing Up Together.'' The reason for success in both years: the support in publicity and promotion of 21 organizations, ranging from the State Department of Social and Health Services to colleges to parent, nurse, and teacher organizations. As a 1986 bonus, a "Spoonful of Lovin'" was rebroadcast.

Last year's report also told of the success in four school systems of Missouri's "New Parents as Teachers" program. In 1986 the legislature appropriated $2.8 million to extend NPAT to all of the state's 543 school districts. Missouri proudly claimed to be "the only state to allocate state funds to give all children a head start in learning and social development through a home/school partnership that begins at the onset of learning." Not all was sweetness and light, however. In April Burton L. White, whose Center for Parent Education had been a part of NPAT from the beginning, announced his resignation. White felt that without much more money for salaries and training and supervision, the excellence of the four pilot programs could not be transported to 543 schools. His stand: "If you can't do it right, don't do it at all."

Our 1985 report from Missouri also described the Missouri Center for Voluntary Accreditation of Early Childhood Education Programs, a joint activity of the Missouri AEYC and the State Department of Elementary and Secondary Education. In 1986 this project accredited almost 50 programs for three- and four-year-olds and established standards for both infant-toddler and school-age groups. Missouri's voluntary accreditation came into being because the state has no licensing of private early childhood groups and only minimum health and safety standards for child care programs.

Montana's "Early Childhood Project," also described in *A Look at 1985*, had a second successful year, organizing workshops and conferences; creating a video resource library of 47 tapes including its own 20-minute video, "Taking Care of Montana's Children: A Look at Child Care"; publishing a *Newsletter* and an *Early Childhood Resource Directory*.

States troubled by declining revenues

States fared quite differently in 1986, some prospering reasonably well while others suffered depressions. For all the achievements of **Montana** Early Childhood Project for example, there was this line in its annual report: "The biggest barrier to achieving our goals . . . is the current depressed economy. There is a serious shortage of funds across the state. Making quality programs for young children a priority is difficult when a university cannot pay its light bill." **New Mexico** was in the same fix. In March the legislature passed a comprehensive school reform bill, including a requirement reducing kindergarten class size to 20 by the 1987 – 88 school year. Declining state revenues from oil and natural-gas taxes brought the bad news that the class-size provision would have to be postponed. **Louisiana, Nebraska, West Virginia,** and **North Dakota** were also facing severe budget crunches.

The good news far outweighed the bad, however. One of the most exciting developments: **Mississippi** took the giant step of making kindergartens available to all five-year-olds. Eighty percent of the state's fives enrolled! One side effect: Mississippi's Head Start, which had served the state's fives, planned to concentrate on four-year-olds. . . . **Washington State** appropriated $2.9 million to schools for a demonstration program for children at risk whose families met Head Start eligibility requirements. It also established a new teacher certification covering preschool through third grade, requiring 16 semester hours of specialized work. . . . **Kentucky** adopted new certification too but some were less than pleased because the new plan did not require student teaching in kindergarten for kindergarten certification! The state also established an Office of Early Childhood Education and Development, and funded Parent and Child Education (PACE) in six of the state's 52 counties where 60% or more of the adults have no high school diplomas. PACE enables such parents to attend classes in basic adult education and parenting three days a week, bringing their three- and four-year-olds along with them to nursery school. Transportation and lunch are provided. . . . **Massachusetts** established a state Office of Early Childhood Education and voted funds to enable local schools to set up or expand programs for threes and fours, to improve kindergartens, or to set up child care programs, whichever best met the needs of the community.

Four states studied their child care needs. **Virginia** issued a "State Plan for Child Day Care"; **Tennessee** a "Special Report of the Governor's Task Force on Day Care"; **Oregon** a "Report to the Governor of the Commission on Child Care." In **Arkansas** a report by a governor-appointed 15-member panel made 35 recommendations for improving child care services. Action on all these many recommendations will come (or not come) in 1987. Concrete action was taken in 1986 by Connecticut, Massachusetts, North Carolina, and Alabama. **Connecticut** passed a $1 million child care bill to expand school-age services, to test out a voucher program, and to offer tax incentives for employers to offer child care to low-income workers. **Massachusetts** voted $750,000 as a part of its Day Care Partnership Program, an effort to persuade local businesses and communities to pool resources for better child care. **North Carolina** both passed a stringent child care licensing law and voted $10 million to help fund services for low-income children plus a state income tax child care credit. **Alabama** held its first-ever statewide day care training program with over 1,500 center and family day care personnel meeting Saturday mornings monthly at 16 locations.

The insurance crisis continues

On the cover of the March 24 *Time* the words blared: "Sorry, America, Your Insurance Has Been Cancelled." The affliction borne by children's programs and by many other socially significant activities in 1985 had not gone away. A January NAEYC survey revealed a three-fold increase in insurance cancellations and nonrenewals for child care centers and day care homes. The National Association for Child Care Management, representing 253 for-profit child care companies, reported premium increases of 250–350%, necessitating increases in parent fees. A survey of Head Start programs showed a rise in average insurance costs per child from $20–25 in 1984 to $50–75, draining Head Start budgets because no parent fees could be upped. The Child Care Action Committee struggled valiantly to work out a policy with the Continental Insurance Co. that could be available nationwide to all groups and to family child care providers. Among the weaknesses of the policy: It was expensive. Among its strengths: It was available . . . in about half the states; the other half rejected it for various and complicated reasons. In other developments: Florida, to the delight of child care advocates, passed an insurance reform bill ordering insurers to roll back premiums to early 1984 levels. Pushed by the Maryland Committee for Children that state passed two laws that brought some relief to child care providers. Virginia created a complicated Market Assistance Plan that promised some relief to child care providers unable to get coverage elsewhere. NAEYC issued a position paper calling for insurance reforms including "as a minimum that major decision-making (by insurers) be based on actuarial data" rather than subjective impressions. It flatly rejected the insurance industry's classification of child care as "high risk," citing NAEYC surveys to show that nine out of 10 child care providers had never filed a claim; of the 10% with claims, 80% were for less than $500, with the highest $15,000; and that no claims associated with child abuse had been filed. The overall 1986 tone, however, was the same as in 1985: frustration. The one slight comforting note was implied by the *Time* cover, that communities and many private businesses were in the same insurance bind. Everybody was in trouble so there was some hope some solution might be forthcoming.

A humorous note

If one searched and searched for any little light note in the insurance mess the industry's sudden awareness that children have a "long tail" might qualify. Insurers used those words over and over. This was not news to parents. They have long known that their youngsters could be devils at times. But alas, the insurance industry meant something quite different. To insurers, "long tail" meant that suits could be filed at any time until children reached the age of majority.

Some figures to ponder

Many startling statistics appear each year throwing light on aspects of American family life. From the Census Bureau in June: Forty-eight percent of all mothers of infants under one year of age work outside the home. And of the 1.4 million mothers who gave birth for the first time between June 1984 and June 1985, 57% returned to work. Some experts predicted that by the year 2000 four out of every five infants would have a mother in the labor force. Such figures lent strong weight to the recommendation of the Yale Bush Center Advisory Committee on Infant Care Leave that employees be allowed a minimum of six months leave, with 75% replacement of salary for three months, to recover from pregnancy and to care for their newborn or newly adopted infants.[36] They also led to the publication of "The Crisis in Infant and Toddler Care," a statement by 11 organizations ranging from the American Academy of Pediatrics to the National Board of the YWCA, and distributed by NAEYC, suggesting a variety of approaches employers, communities, and the government could follow to meet the infant care problem.

More statistics: One baby in five was born to unmarried women, according to the National Center for Health Statistics. . . . And according to the Census Bureau one out of every four children in 1985 lived with only one parent. (In 1960 the proportion was one in 11.) . . . A family headed by a woman was four and one-half times as likely to be poor as a family that included a married couple or one headed by a man. . . . About one and a quarter million teen-age girls become pregnant each year, according to the Children's Defense Fund. That organization and Planned Parenthood instituted massive advertising campaigns hoping to lessen teen-age pregnancies. The prestigious National Research Council in December shocked some adults by its plain talk. It urged that contraceptives (birth control pills and condoms) be made easily available to sexually active teen-agers, and that the availability of abortions to adolescents not be restricted by requiring parental consent. The Council after a two-year study classified the number of teen-age pregnancies as a "national epidemic" disrupting young lives and costing almost $20 billion a year in welfare payments. (Early childhood teachers know the cost in troubled behavior when the children "of children" come into their classrooms.) . . . Then there were the sad figures on poverty among children under age 18: 20.7% living below the poverty level — 16.2% of all White children; 40.3% of Hispanic youngsters; and 43.6% of all Black children.

As 1986 ended worrisome questions were in the air. Can Uncle Sam be turned into a family man? Can we make it a matter of national policy to rescue hurting families from their state of disrepair? See what answers we have to these (and many other) questions in *A Look at 1987*.

NOTES

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2. Early Childhood Education Commission, 250 Broadway, Room 1412, New York, NY 10007.

3. A low initial enrollment made headlines. While a common phenomenon when new programs start up, New York City's initial enrollment of about 55% was attributed specifically to a lack of local publicity, especially in the predominant languages of the neighborhoods being served.
4. CAEYC *Newsletter*, Fall 1986.
5. *Oregon's Kindergartens: Directions for the Future*. 1986. Available from Randy Hitz, Specialist, Early Childhood Education, Oregon Department of Education, Salem, OR 97310-0290.
6. *Washington Post Weekly Edition*, September 8.
7. April 1986 *Dimensions*. SACUS, Box 5403, Brady Station, Little Rock, AR 72215.
8. September 1986 *Young Children*. NAEYC, 1834 Connecticut Ave., N.W., Washington, DC 20009.
9. By Barbara Simmons and Jo Ann Brewer. 1986. ACEI, 11141 Georgia Ave., Suite 200, Wheaton, MD 20902.
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12. A similar finding came from a follow-up study 10 years later of children who had been in an early intervention program of the University of Syracuse. Matched control teen-agers had cost the courts an average of $1,985; those who had been in the Syracuse program an average of only $186! See *Report on Preschool Programs*, November 26.
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21. *Education Week*, January 15.
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23. *Child Care Employee News*, Box 5603, Berkeley, CA 94705.
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25. *The New York Times*, November 24.

26. The Child Care Employee Project has published a 22-page booklet, "Comparable Worth: Questions and Answers for Early Childhood Staff."

27. *CDF Reports,* January 1986. Children's Defense Fund, 122 C St., N.W., Washington, DC 20001.

28. *Report on Preschool Programs.* March 19.

29. Scholastic, Inc., 730 Broadway, New York, NY 10003. 8 issues.

30. Ablex Publishing Corp., 355 Chestnut St., Norwood, NJ 07648.

31. 5217 Millsprings Drive, Arlington, TX 76017.

32. *Ecumenical Newsletter,* published by the Child Advocacy Office of the National Council of the Churches of Christ, 475 Riverside Drive, New York, NY 10115.

33. From National Commission on Working Women, 1325 G St., N.W., Washington, DC 20005.

34. In 1949 I wrote *How To Tell Your Child About Sex,* a Public Affairs Committee pamphlet. In it I said that the age when children first ask about sex was — not grade 3 — age 3!

35. *The Networker,* Winter 1986. Box 11A Yale Station, New Haven, CT 06520.

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EARLY CHILDHOOD EDUCATION TWENTY YEARS IN REVIEW

A LOOK AT 1987

Significant issues for all of us

The single most significant event (I think) affecting the lives of today's young children occurred at 8:35 AM on July 11. The event: the birth of Matej Gaspar in Zagreb, Yugoslavia, declared by the United Nations to be the world's five billionth human. U.N. Secretary-General Javier Perez de Cuellar named July 11 "The Day of the Five Billion" and called it a "day to contemplate." The reason why: It is now known beyond doubt "that rapid population growth can lead to environmental deterioration, economical decline and political instability." World population is thought to be growing at about 150 a minute or 220,000 a day, headed for six billion by the year 2000.

Child care — Some eye-opening reports

The single most talked about early childhood issues in 1987 *(beyond any doubt)* was child care. One reason for all the attention was the sheer number of mothers and children involved. *Time,* in a cover story (June 22), "The Child Care Dilemma," estimated that nine million preschoolers spend their days in the hands of someone not their mother.

According to *Time,* 55% of mothers of children under six were in the labor force, up from 19% in 1960. (*Fortune Magazine,* also with a cover story on child care, February 16, put the figure at 60%).[2]

A second reason for the attention paid to child care was the amount of money involved. A Census Bureau estimated the annual cost of child care for the nation's working mothers at $11 billion.[3] The obvious question: Are parents and children getting a good buy for all this money?

A third reason: Shocking information on where some young children are while their mothers work. The Child Welfare League of America testified before Congress that 1.5 million preschoolers are left alone at least part of the time. One headline story told of a three- and a four-year old alone at home in Miami who climbed into a clothes dryer with tumbling laundry, closed the door, and burned to death.[4]

A fourth reason: Complaints! The American Federation of State, County and Municipal Employees reported in *Child Care in America* that 42% of their parent-members found child care either overbooked or unavailable in their neighborhoods. Another 28% reported dissatisfaction with the care their children were receiving.[5]

A fifth reason: Some unusual reports by business sources on parent-workers and their children. *Fortune Magazine* (February 16) carried the results of a survey made for them by Ellen Galinsky and Diane Hughes of Bank Street College. "Who's Taking Care of the Children" found that "difficulty in finding child care, dissatisfaction with current child care arrangements, and the frequency with which arrangements broke down were the most significant causes of absenteeism and unproductive time at work." The survey also showed that parents of children under age one had the most difficulty in finding child care. The obvious (and painful) conclusion, challenging any assumption that child care is of little relevance to the business community: "The escalating crisis in child care will continue unless business and other sectors begin to help parents find, evaluate and pay for (good) child care."[6]

The title of a report by the Population Reference Bureau neatly summed up the problem: *Juggling Jobs and Babies, America's Child Care Challenge*.[7] The authors, a Census Bureau specialist and a Harvard economist, identified two trends making it imperative for employers to respond to the need for good child care: the high divorce rate; and the tendency of many women to delay childbearing while they pursue education and careers, making them experienced employees difficult to replace if child care is not available. *Juggling Jobs and Babies* concluded, sadly, that most employers would need coaxing by federal, state, and local governments to adopt progressive child-care policies.[8]

Child care legislation gets massive support

The sound and fury about child care culminated on November 19 when ABC — an Act for Better Child Care — was introduced in Congress. Chief Senate sponsors of S. 1885 were Christopher J. Dodd (D-CT) and John Chafee (R-RI) were 20 cosponsors from both parties. In the House H.R. 3660 was introduced by Olympia Snowe (R-ME) and Dale Kildee (D-MI) *plus* 120 cosponsors. In back of these bills stood another ABC — the Alliance for Better Child Care, 90 — count them, 90! — civic and educational organizations that had helped to draft the legislation and were now ready to campaign for it.[9]

ABC called for $2.5 billion a year beginning in 1989 through 1993 to go to the states, most of it for child care for working families earning less than 115% of a state's median income. Under ABC, states would match 20% of the money, and would be required to strengthen licensing laws and to meet federal standards for staff qualifications, staff-child ratios, and health and safety protections. There were also provisions for the establishment of state and local coordinating committees, in-service training requirements, and training stipends for child care staff.[10]

One obvious rub: ABC came to Congress at year's end, the very time when that body was struggling with budget reductions. Marian Wright Edelman of the Children's Defense Fund had the answer: "I don't want to hear people ask where the money is coming from. Nobody asks that question about the $5 billion for 'Star Wars' and we subsidize huge corporate farmers at the rate of $2.5 billion. We can afford the $2.5 billion for ABC. The money is there. It's an issue of national choice." In 1988 we may finally have to face the fact that good child care costs a lot of money (and bad child care costs even more).

On the down side . . .

Two old problems continued to plague child care. **One,** always headline grabbing, always worrisome, frequently publicized out of proportion: child abuse at a center. The 1987 headline: 58 children at the Army's San Francisco Presidio Child Development Center alleged to be the victims of sexual molestation. (The case was not resolved at year's end.) One outgrowth of the story: *Newsweek* (November 16) reported that the Army was "the largest purveyor of child care in the world . . . caring for more than 90,000 children a day."[11]

Child care's **second** persistent problem, more widespread and more important by far: the miserably low salaries and job benefits for child care staff. One analysis was aptly titled *Day Care's Unfair*

Burden: How Low Wages Subsidized a Public Service. The report gave specifics on low wages, on what it called the "disastrous" provisions (or lack of them) for health insurance, etc., and on a turnover rate it described as reaching a "state of crisis." Among the recommendations: salary schedules for child care employees equivalent to public school salaries, with comparable requirements for training, credentials, etc.[12]

The April *Mother Jones* magazine, in its cover story (another one!), "Little Kids, Big Bucks," went hard after the same issue. Its specific target: Kinder-Care, with 1,200 centers in the United States and Canada. The charge was that Kinder-Care showed earnings in 1986 of $33.3 million while paying three-quarters of its staff only the minimum wage.

Congress, incidentally, held hearings on raising the minimum wage from $3.35 an hour. Among the opponents of the idea: Kinder-Care, which claimed that any wage increase had to mean a jump in tuition. Is it possible that top-flight, for-profit child care is an oxymoron?

The *Child Care Employee News* continued to carry information about salaries. Typical was a recommendation in its Winter 1987 issue: "If you are planning to move to New York, consider a job as a housekeeper, bartender or hotel clerk. Their salaries: $10.10, $9.65 and $8.62 an hour. Day care, nursery school and Head Start head teachers, 84% college educated, earned $6.32 per hour." [13]

Kindergarten and fives — A good match?

Kindergartens continued to grow in 1987. Thirty-nine states offered programs to 100% of their fives. Only two states — Mississippi and New Hampshire — reached fewer than half of their children.[14] But while kindergartens grew, so too did criticism of what actually happens to fives in school. One of the sharpest comments came in a position paper of the Association for Childhood Education International: "There is still a year of school called kindergarten . . . but there is a mismatch between the curriculum and the 5-year-old child." ACEI blamed societal pressure; misunderstanding of child development; aggressive marketing of inappropriate commercial materials; and a shortage of teachers specifically trained to work with fives.[15]

In May Harriet A. Egertson, Early Childhood Consultant with the Nebraska State Department of Education, wrote a lead article in an influential publication read primarily by administrators and supervisors. Her very blunt point in "Recapturing Kindergarten for 5-Year-Olds," *Education Week*, May 20: "In many instances kindergarten has become a harmful experience . . . a paper wasteland." Among her other points Egertson charged that because of the great pressures on children to succeed, many parents are delaying school entrance for a year. The result: "Kindergartens are now full of 6-year-olds. . . . Fewer and fewer 5-year-olds are welcome."

In November the National Association of Early Childhood Specialists in State Departments of Education very strongly condemned three common "solutions" to the mismatch between five-year-old development and present kindergarten practices, hitting hard at so-called transitional programs, at delayed school entry, and at retaining children in kindergarten who do not meet "grade standards."

Despite the clear statements from early childhood specialists urging schools to accept five-year-old child nature, 1987 saw a steady move to raise the kindergarten entrance age. Indiana, for example, upped its entrance age so that, beginning in 1989, children must be five by July 1. Oregon, Virginia, Missouri, and Illinois were among other states more pleased with older rather than younger children in kindergartens.[18]

Early intervention

One new 1987 law, P.L. 99 – 457, provides $50 million in incentive grants to states to serve handicapped and developmentally delayed children from birth to age two. Before P.L. 99 – 457 only six states offered services for children at birth. Participation in this early intervention program is voluntary but indications were that most states would take part. Delaware, one of the few states to have its own early intervention program, claimed that over the short run it saved $4 for every $1 spent, and "over the lifetime of a child $8 for every $1." The $50 million in P.L. 99 – 457 for early intervention was in addition to $180 million for three- to five-year-olds which had been available under P.L. 94 – 142. It was hoped that the attention given to the new law would lead to an increase in the number of states serving handicapped three- to five-year-olds. In 1987, 19 states had some services for children beginning at age three; 25 states provided special education for five-year-olds.

Good feelings about early education

The latest figures indicate that 40% of U.S. threes and fours are in some kind of preschool group, more than triple the number in 1965. Because of confusion in names — nursery school, Head Start, child care center — it is not easy to know in what groups these 40% are. A minor insight: according to one report "a third of all preschoolers in groups have mothers at home," indicating that the flood of mothers into the labor force and the growth of child care centers are not the only reasons for the spurt in preschool education.

One reason for preschool popularity certainly was a "feeling in the air" that early education was somehow good — parents didn't want their children to miss out.

Another reason: a continuation of news stories about the long-range value of good early experiences. The 1987 addition was an account of a study by J. Ronald Lally, Peter Mangione, and Alice Honig of 119 children, now 14 to 16 years old, half of whom in 1969 and for five years thereafter had been part of an enriched child care and family service program at Syracuse University. Children who had had the benefit of this special preschool care had sharply lower delinquency rates (6% vs. 22%), better school performance, and higher levels of self-esteem.

A spate of reports urging that disadvantaged threes and fours, at least, should have the chance for good preschool education was **one more reason** for early education's good press. A United States Office of Education report urged that early childhood programs for poor children be a top priority.[17] Lawrence K. Schweinhart of High/Scope Educational Research Foundation, in a study for the Council of Great City Schools, found that half of the poor big-city fours were not in groups. Schweinhart urged that we make serving "at-risk children a national priority." Another plug: the Forum of Educational Organization Leaders, a coalition of 11 powerful groups (NEA, PTA, AFT, NAESP, American Council on Education, etc.) in a joint statement spoke out for starting school "as early as possible" to reach those most likely to do poorly in school. Specifically FEOL called for "quality prekindergarten programs" for fours below the poverty line.[18]

Quality programs for disadvantaged children

The most powerful plug — strong not only for its wording but for its origin — came from the Committee for Economic Development, representing 225 of the nation's leading corporations and institutions of higher education. *Children in Need: Investment Strategies for the Educationally Disadvantaged,* used strong language. It described quality programs for disadvantaged three- and four-years-olds as "a superior investment." It reminded business that "it is a lot more effective to design quality from the beginning than to correct things later." It warned that lack of good child nurturing can cause "shortages of qualified workers in coming years and threaten America's competitive stance in a global economy." It held out the hope that $1 invested in quality preschool education would return nearly five times that much later. Specifically *Children in Need* urged the business community to become "a driving force" in seeking higher public financing especially for quality preschool programs for *all* disadvantaged three- and four-year-olds; for quality child care; for parent education programs for both mothers and fathers; and for prenatal and postnatal care for pregnant teenagers and other "high risk" mothers. The somber warning of the report: If we don't start treating disadvantaged threes and fours better, we may well create a permanent underclass of young people unable to hold jobs.[19]

Warnings

Two cautionary notes were sounded about programs for disadvantaged threes and fours. The Congressional Budget Office issued a report looking askance at the research on Head Start frequently cited as a support for new programs for threes and fours: "Few of the programs evaluated were actually Head Start programs; most were experimental programs run by researchers and probably differed significantly from the typical Head Start program of the time." The CBO wondered whether there was clear evidence that preschool could work for the nation as a whole.[20]

The second warning came from the Public School Early Childhood Study, a joint project of Bank Street and Wellesley College's Center for Research on Women. Anne Mitchell, codirector of the project, reported on the initial findings in *Education Week*, October 14. She warned that, in the enthusiasm for new early childhood programs, the needs of the children's working mothers may be overlooked. Mitchell found that about half of all states in 1987 had some form of prekindergarten program, *but* 60% operated on a half-day basis — no help at all to working mothers! The 25% which covered the full school day provided no before- or after-school services, creating a gap that complicated the lives of working mothers.

Some giant steps toward quality

Whether only for poor threes and fours or for all young children the question of "a quality preschool program" — what is it? — was a hot issue, just as it was for "quality" kindergartens. One encouraging note: *Newsweek*, February 2, reported that "the pendulum may be swinging away from jump-starting little learners in heavily academic programs." *Newsweek* cited the danger of "burn-out," quoting David Elkind, Samuel Sava, and others who have been urging, as *Newsweek* put it, that "kids need time to be kids." Support for this idea also came from NEA President Mary Hatwood Futrell. Asked in *Education Week*, May 6, about the important educational nutrients for fours, Futrell flatly replied: "Play is foremost among them."[21]

Strong support also came from NAEYC in an impressive booklet, *Developmentally Appropriate Practice in Early Childhood Programs Serving Children From Birth Through Age 8* (Sue Bredekamp, Editor). This "expanded edition" of material that began as *Good Teaching Practices for 4- and 5-Year-Olds* now goes down to age three and to the care of infants and toddlers, then ventures on up into good schooling for fives through eights. The side-by-side comparisons of "appropriate" and "inappropriate" practices are unusually effective.

There was also that one giant step toward better early education, NAEYC's still-new voluntary accreditation program, the National Academy of Early Childhood Programs. 1987 was the Academy's second year. Almost 2,000 programs were involved in self-study and almost 400 accredited, an impressive achievement involving more than 1,500 trained validators. The immense size of the task still to be done, however, was made clear by NAEYC President David Elkind at the Chicago national conference. Elkind estimated that there are 65,000 licensed early childhood programs nationwide, and made a match between this number and NAEYC's membership of 55,000. "If (only) each NAEYC member influenced just one program to enroll in the voluntary accreditation project! The benefit to our children and our nation seems too obvious that we wonder why it hasn't already happened.[22]

A good year for Head Start

Head Start funded ten new resource centers in 1987, extending its efforts to provide training and technical assistance to its programs. It also made available $1 million in Child Development Associate scholarships for its staff and, in a big step ahead, boosted salaries by 8%. And Congress increased its budget by $70 million despite the battle to trim the federal deficit. What could be the best part of what had been a good year: Head Start received no end of bouquets. Almost every move in Washington and in the states urging prekindergarten programs began with kind words for Head Start.

There were some exceptions to this adulation — the CBO report mentioned earlier, for example — but any threat to Head Start came not from the rare dose of cold water but from the program's seeming success. The wry statement, "With friends like this, who needs enemies?" came to mind. As new programs "like Head Start" were discussed and funded the big question of Head Start's future inevitably came up. Should it continue as a separate agency, serving about 20% of the children who need it? Should it be merged with other federally aided and state programs? What should its relationship be to new child care services? Should Head Start ultimately be considered an "education" program or "welfare" and under whose aegis should it be? The kind words Head Start heard in 1987 may have been the forerunner of less pleasing sounds in 1988.

Two pleasing stories

In June, Action for Children's Television, the persistent watchdog over children's TV, finally won a big one when a U.S. Circuit Court of Appeals ordered the FCC to review its 1984 decision deregulating the content of children's TV. ACT has long claimed that regulation-free TV has become one continuous commercial for children's toys.

ACT also found new friends in Congress where bills were introduced limiting the commercial time on children's TV, and calling for "at least 7 hours a week of educational programming." In the words of one congressman, "What was once called a vast wasteland is now more accurately dubbed a vast waste dump."

The second good-news tale: a *Christian Science Monitor* story (May 17) that children's book publishers are "basking in the sunshine of success." It cited the strong sales of children's books, and, an unusual development, a "proliferation of bookstores selling only children's books."

Names in the news

The early childhood educator most in the news in 1987 was born in 1878, graduated from Radcliffe College in 1900, wrote her most influential book in 1921, and died in 1967 at the age of 89. The woman: **Lucy Sprague Mitchell**, subject of a widely reviewed biography subtitled *The Making of a Modern Woman* (by Joyce Antler: Yale University Press, New Haven). Among Lucy Sprague Mitchell's contributions: She was the founder of the Bureau of Educational Experiments, later known as Bank Street College of Education, and of that college's Writer's Laboratory for authors of children's books. There she wrote her own still-famous style-setting *Here and Now Story Book*.[25]

Another name in the 1987 news, by no means as widely known but a significant friend of young children: **Irving B. Harris**, age 76, Chicago businessman and philanthropist. Irving Harris in 1987 added $600,000 to federal, state, and local funds to help establish what is officially known as the Center for Successful Child Development and more popularly known as Chicago's Beethoven Project. The Beethoven Project, centered on a public housing project, all of whose residents live in poverty, aims to provide intensive support to expectant mothers (most of them unwed teenagers) and to their children from birth to age five. Among the services: health care, parenting classes, family counseling, job training assistance, and child care facilities. The high hope: that in 1993 the children will be well prepared to succeed in kindergarten. More is sure to be heard about the Beethoven Project, referred to by some as "a Marshall Plan for preschoolers."

Deaths

Death claimed several prominent early childhood specialists. In April 1986 (and we neglected to report her passing): ***Sallie Beth Moore,*** long-time director of the University of Texas/Austin's Laboratory Nursery School . . . ***Dr. Eleanor Louise Robinson,*** director of Syracuse University's Nursery School and Professor of Early Childhood Education from 1966 to 1981, in October. . . . Two prominent Californians, ***Carol Murphy,*** in February, founder and director of LaCrescenta Presbyterian Center for Children since 1967, active SCAEYC office and member; and ***Helen Heffernan,*** at age 91 in August, long-time chief of elementary education in California's State Department of Education, outspoken promoter of the state's child care and other early childhood programs . . . In December, at age 89, one of the field's dynamic early leaders, ***Amy Hostler,*** whose contributions began in 1926 as director of the Nursery School of Western Reserve University. Prominent in many organizations: executive director of the National Federation of Day Nurseries; president of NAEYC, 1941 – 43; vice-president of OMEP for North and South America; Amy Hostler's long-term service (1941 – 66) was as president of New York City's small but highly respected Mills College, which she transformed from a slumbering old-line kindergarten training school into one of the country's outstanding early childhood teacher education institutions.

Anniversaries

The Association for Childhood Education International chose A. Gilson Brown as its new executive director, replacing Jim Packer who resigned in February. Like Packer's, Brown's background is administrative rather than in early childhood or elementary education. His most recent past experience: executive director of the American Institute for Conservation of Historic and Artistic Works.

In anticipation of its coming 100th birthday in 1992 ACEI announced the creation of the "ACEI Century Club," membership fees a minimum of $100. SACUS in 1987 also began seeking special contributions from its members and state affiliate groups, establishing a special Division for Development seeking Sponsors at $25, Associates at $50, Fellows at $100, and Honorary Contributors at $1,000.

The U.S. Children's Bureau in June marked its 75th anniversary. Among its many services, its famous booklets, *Infant Care*, and *Your Child from One to Six*, the government's all-time best-selling publications. Other celebrations: The Child Care Information Exchange (P.O. Box 2890, Redmond, WA 98075); Yale's Bush Center in Child Development and Social Policy; and NAECTE, the National Association of Early Childhood Teacher Educators — all ten years old.

Changes of address

The U.S. National Committee of OMEP announced a new permanent "home" in space provided by the Council of Early Childhood Recognition: 1718 Connecticut Ave., N.W., Washington, DC 20009. . . . NAECTE announced that its archives, like those of NAEYC and OMEP, will be housed in the Indiana State University Library at Terre Haute. . . . Pacific Oaks, Pasadena, California, announced the opening in May of the Pacific Oaks Archives on Early Childhood.

SACUS, the Southern Association on Children Under Six, took a significant step at its 1987 Memphis Conference, issuing the first of an annual series of "Fact Sheets" reporting on the status of children and families in the SACUS region. The first region: *Qualifications for Personnel Responsible for Kindergarten Programs in SACUS States.*[24]

Publications

New magazines continued to be born at a busy rate. One we missed in *A Look at 1986: The Early Childhood Teacher*, free to teachers of children three to six, a lively attractive publication by the well-known *Instructor Magazine* (write Box 6410, Duluth, MN 55806-9893) . . . Another "freebie" but only for those with buying or management authority, *Child Care Center*, a bimonthly from Lake Publishing Corp., Libertyville, IL 60048-0159. . . . A new magazine for parents of very young children: *Baby Times*, marked by an unusual approach (Miami Beach, FL 38141). Parents receive the first issue covering the first two months of a child's life free from their hospital. Subsequent issues, each covering two more months of a child's growth, are mailed free to parents who request copies. . . . One relative old-timer experienced a face-lift: *Nurturing News*, begun in 1979 as a four-page newsletter for men working as professional caregivers, merged with 32-page *Nurturing Today — For Self and Family Growth*. . . . A word about one small publication not as widely known as it should be, *CEASE*, the quarterly of Concerned Educators Allied for a Safe Environment (17 Gerry St., Cambridge, MA 02138). One CEASE 1987 target: the sale of war toys, with a special focus on G.I. Joe products. CEASE reports a 700% increase in war toys since 1982 "crediting" — if that is the word — the increased militarism of the Reagan administration. . . . And lastly, one very unusual magazine story: the Office of Human Development Services *lowered the price* of its excellent magazine, *Children Today*!

In print . . .

It had once been hoped that business and industry, following the Kaiser World War II example, would solve the child care problem by setting up their own centers. Whenever this happens, and it does occasionally, it makes a good newspaper story. But for many reasons business and industry have overwhelmingly turned to other ways of helping their parent-workers. One exciting new approach appeared in 1987: a monthly 8-page booklet, *Work and Family Life: Balancing Job and Personal Responsibilities*. This crammed-with-facts material is edited by Susan Ginsberg and NAEYC President-Elect Ellen Galinsky, and published in collaboration with Bank Street. *Work and Family Life* is sold to employers at a low bulk-rate and distributed by them free as a service to their employees . . . and a very great service it is. Much of the content, not surprisingly, focuses on parents and young children, but *Work and Family Life* uses a wide-angle lens to encompass a variety of family concerns.

Health watch

The state of children's health in 1987 was a wrenching mixture of good and bad. **On the positive side:** The infant mortality rate in the United States improved from 11.2 to 10.8 deaths per thousand. . . . 1987 marked the 10th anniversary of the last case of smallpox, an event celebrated by the World Health Organization and the National

Centers for Disease Control as "a momentous medical milestone." . . . And 1987 was indeed a year of medical miracles: the successful separation of seven-month-old Siamese twins joined at the back of their heads; the successful heart transplant for a boy "just hours after his birth"; the successful transplant of five key organs — liver, pancreas, small intestine, parts of the stomach and colon — in a three-year-old child; the restoration to health of a 19-month-old trapped for 58 grueling hours in an abandoned well. . . .

On the sadder side: The Institute for Resource Development predicted 240 million infant deaths by the year 2000 in "the high mortality African and Asian countries where a child is 20 times more likely to die before age 5 than youngsters born in the U.S., Japan or Sweden." . . . UNICEF predicted the deaths of six million Third World children annually from preventable diseases for lack of immunization. UNICEF called for a "Grand Alliance for Children" with the target of immunizing all youngsters within the coming decade.

Overriding all other bad news was the continuing spread of AIDS, branded by U.S. Surgeon General C. Everett Koop "a worldwide scourge, the most vicious of infectious diseases in the history of the race." Only 447 cases in the ages zero to five had been reported in the United States by June 1987, none originating in a school or child care setting. But concern had to run high for young children today and in their tomorrows because of the fast spread of the illness to all parts of the population and because no successful treatment was in sight.[26]

Child population growth

The number of children five years of age and under reached 18 million, the highest level since 1967, according to the latest census figures (1985), a good-news omen for job-hunters in the early childhood field. The increase, more than 10% in the 1980s, was not spread evenly throughout the country. In Alaska the number of children under five grew by over one-half; in Florida the number increased by more than one-third. West Virginia was the greatest loser, with one-sixth fewer young children than in 1980. Iowa, Kentucky, Indiana, and Idaho were also on the downside. The national increase was attributed to the large number of women in their child-bearing years, and the increase in births by mothers 30 years and older. One group not contributing: the so-called DINKs, double-income no-kids couples, usually upper-crust. One sour note for other couples who, unlike DINKs, very much wanted children: a 40-page document, *Instruction on Respect for Human Life in Its Origin,* in which the Vatican opposed various new aids to conception: artificial insemination, *in vitro* fertilization, surrogate motherhood.

Marriage alive and well

One very bright note about love and marriage. In recent years it has been widely believed that one out of every two marriages ended in divorce. A poll by Louis Harris, confirmed by the Census Bureau, said in June: "Poppycock! The figures are all wrong." Harris' finding: Only one in eight marriages ends in divorce. Further findings: 80% of those married draw strength and satisfaction from their family life. For 20% "family life is not working well."

State agendas

Activities in the states in many instances mirrored the concerns of the country as a whole. Child care, for example, was often high on the agenda. The **Alabama** legislature, for the first time ever, appointed a committee to study child care: the need, the status. . . . **Idaho** passed its first-ever law regulating child care — not as specific or as strong as many wished but a step ahead. . . . In **Arkansas** the Department of Human Services published a free booklet, *Choosing Day Care for Your Child: A Parent's Guide.* The state also began some follow-through on the report of the Governor's Task Force, *Child Care in Arkansas: A Look to the Future.* One key recommendation: the establishment of a Child Care Provider's Training Fund, with the money coming from license fees charged centers and family day care homes. . . . A **Maryland** law required counties to appoint a "school-age child care coordinator." One important provision: Four-year-olds were specifically included in the definition of "school-age." A deadline was set for the coordinators to submit program proposals because "a vast number of Maryland children need care before and after school, and during holidays and vacations." . . . **New Jersey** appropriated $500,000 to help nonprofit groups provide school-age child care. The state also passed a Family Day Care Registration Act providing for the voluntary registration of family day care homes. Two state agencies, the Department of Transportation and the Department Human Services, set a good example by opening child care centers for the children of their own employees. . . . **Oklahoma** trained over 5,000 caregivers through its program of Training for Child Care Careers; and the state's Day Care Licensing Unit was upheld in all court appeals against the enforcement of new, tougher standards.

Massachusetts in 1987 marked the end of its two-year Day Care Partnership Initiative, a major drive by Governor Dukakis to bring together business, labor, government, and schools to strengthen the state's day care provisions. Among the initiative's accomplishments: a 50% increase in state money for child care; a 32% salary increase for day care workers, raising the average pay to $16,600 for a staff member in a program with a state contract; new worksite centers operated by private employers, bringing the state's total of 26; new centers run by the commonwealth "in its capacity as a model employer," bringing that total to 30.[26]

Several states took action on other early childhood programs. **Oregon** legislated a "Head Start type" prekindergarten program for at-risk three- and four-year olds. . . . **Indiana** provided $20 million for at-risk children, the money to be used either for full-day kindergartens or for threes and fours. . . . **New York City** began its "Take a Giant Step" project, one-half days for 5,000 four-year-olds.

Georgia implemented its full-day kindergarten program, serving 93,000 five-year-olds in school days of at least four-and-one-half hours. . . . **Wisconsin** changed its rules so that fours, previously counted for state aid as "one-half pupils," are now counted the same as fives. . . . **Maryland** established a "Council on Early Childhood Development to oversee and to promote and encourage the expansion of early childhood education in the state, including the development of public preschool programs." One Marylander's estimate: "Public four-year-old programs will be common by 1988."

Helping parents work more effectively with their children was a continuing interest in **Missouri,** which expanded its Parents as First Teachers program, and established a National Center at the University of Missouri at St. Louis as a training headquarters. . . . **Oregon** provided funds for a variety of parent education programs, open to all families of children birth through age eight. . . . MELD, **Minnesota**'s Early Learning Design, expanded its efforts within the state and, with help from the Carnegie Corporation, began a parent program for low-income Hispanic parents in California.

The high interest in and the rapid growth of programs for fours and fives made early childhood teacher certification take on a new urgency. **New Mexico** looked at the problem and . . . moved backwards! It dropped its 24-credit-hour early childhood endorsement in favor of having one K–8 certificate. This made it easier for schools to find "certified" (but not necessarily "trained") teachers for New Mexico's many new public kindergartens. . . . **Florida** moved in a different direction, replacing its old 1–6 elementary certificate with two new credentials, pre-k–4 and grades 4–6.

Follow-up on infant care leave policy

It is cheering indeed to see a good idea take hold and begin to grow. In *A Look At 1985* we reported on "a call by a blue ribbon panel" for a national policy on infant care leave. Although the panel of 14, chaired by Edward Zigler, was made up of the country's best-known child development specialists, it would not have been surprising if its good words had simply blown away with the wind. But not so! 1987 saw two concrete follow-ups, with the promise of more to come. Minnesota, effective August 1, became the first state to require employers of 21 or more workers to offer up to six weeks of unpaid leave to both mother and father after the birth of a child. Oregon passed a similar law, effective in June 1988, offering up to 12 weeks of parental leave which could be split between mother and father. At least six other states were considering such legislation. And in Congress optimism grew that a bill offered in the House by Patricia Schroeder (D-CO) and in the Senate by Christopher J. Dodd (D-CT), the Family and Parental Leave Act, might succeed. Business groups such as the National Association of Manufacturers and the U.S. Chamber of Commerce voiced strong opposition but very impressive facts lined up on the opposite side: that the United States, alone among the western countries, has no parental leave policy; that 52.6% of mothers of infants less than a year old return to the labor force; that mothers need time to recover physically and emotionally from childbirth; and that parents and children need time to bond.

Another infant care issue

Infants were at the center of a 1987 controversy affecting day care. The origin of the discussion: statements by Dr. Jay Belsky of Pennsylvania State University, who reported "disquieting" indications that infant day care may undermine a child's sense of trust, of security, and of order in the world. Belsky's worries and facts were challenged by other child development specialists and were, of course, a cause of anxiety to the many parents who felt they had to put their infant in day care. In an effort to bring clarity to the controversy, Edward Zigler took the lead in calling a "day care summit meeting" of specialist in the field. General agreement was expressed on two points: (1) More long-term research on the impact of child care at all age levels is needed. (2) What dangers may exist in infant day care are lessened when parents "have access to stable child-care arrangements featuring skilled, sensitive and motivated caregivers." These good words must be translated to mean better salaries, working conditions, and training for caregivers.

Child support enforcement uneven

About one-fifth of our children lived in poverty in 1987: 15.6% of White children; 37.4% of Hispanic youngsters; and 43.1% of Black children. A further breakdown and more bad news: *one-fourth,* not one-fifth, of children under age five lived in poverty.

A meeting in Washington marked the 25th anniversary of Michael Harrington's *The Other America,* the 1962 landmark study that had spurred the War on Poverty and led to such programs as Head Start. Dismayed by the persistence of poverty, by its worsening for single-parent families, and by the growing gap between the richest and poorest Americans, Harrington warned that our present trends may produce "a separate but unequal" society in America.

A disheartening part of this picture is our inability to solve the problem of child support. Millions — the estimate nine million — of divorced, separated, or never-married mothers raise their children with no help from fathers. Even those awarded child-support payments cannot count on them, despite a 1984 Child Support Enforcement Law intended to solve the problem. In 1985 half of those entitled to receive payments got only partial or no support from ex-husbands. One part of the difficulty: Only 26 states follow the federal law by withholding the wages of nonpaying absent fathers.[27]

Early childhood issues make political impact

A second Harris was also in the 1987 news, William Harris, Boston attorney, son of Irving Harris (the benefactor of the Beethoven Project). William Harris, like his father, a good friend of children, has a quite special idea. He is the founder of Kids Pac (80 Trowbridge St., Cambridge, MA 02138) which in 1986 raised and distributed more than $400,000 to candidates for the House and Senate of both parties who backed children's issues. In 1987 Kids Pac polled 1,200 registered voters testing their attitudes toward issues in the coming 1988 election. The main finding, an important and cheering one: "Children's issues have the potential for being the 'sleeper' in the election." Kids Pac found that 70% of those polled felt that early childhood health problems needed more attention from the next President and Congress, and 52% wanted more and better preschool education.

In 1987, before any primaries, the candidates all talked prochild and profamily. Join me in *A Look at 1988* and we will see how strong the "sleeper issue" was and which candidate most of our compatriots believed.

NOTES

1. Talk about child care was certain to continue in 1988. NAEYC announced that the Public Television Outreach Alliance had agreed to produce a documentary on child care for showing nationwide on April 13, 1988, in conjunction with the Week of the Young Child.
2. Child care seemed to be everyone's favorite "cover story." Even Doonesbury got into the act with a biting week-long January series showing the difficulty parents have in finding good child care.
3. *Who's Minding the Kids: Child Care Arrangements, Winter 1984–85,* Washington, DC: U.S. Government Printing Office.
4. *Who's Minding the Kids (op. cit.)* included figures on where children are cared for: 37% in someone else's home; 31% in their own homes; 23% in organized child care; and 8% supervised by the mother while she is on her job.
5. AFSCME, 1625 L St., N.W., Washington, DC 20036.
6. The findings supported a 1986 study by Ellen Galinsky, *Investing in Quality Child Care: A Report for AT & T* from AT & T, 195 N. Maple, Basking Ridge, NJ 07920.
7. Population Reference Bureau, P.O. Box 96152, Washington, DC 20090.

8. The nation's largest employer, the U.S. General Services Administration, had to be prodded by liberal members of Congress into using the power and the funds it had in hand to open 11 new child care centers for federal employees in 1987.
9. A tip of the hat to Eleanor Guggenheimer, age 74, long-time fighter for good child care, who in 1983 set up the Child Care Action Committee, which grew into the Alliance for Better Child Care.
10. The Children's Defense Fund (122 C St., N.W., Washington, DC 20001) published for NAEYC (1834 Connecticut Ave., N.W., Washington, DC 20009) an excellent booklet, *Child Care: The Time Is NOW,* an unusual compilation of all the relevant facts about working mothers and the present state and federal programs designed to help them, ending with a clear, powerful case for ABC.
11. An update: In July the owner of the McMartin Preschool in southern California and her son, much in the 1984 headlines and charges of "mass molestation," finally went on trial. The case against five other teachers was dropped for lack of evidence. A new note: The Child Welfare League of America issued *Investigating Sexual Abuse in Day care,* analyzing different types of abuse and suggesting appropriate responses. 300 Raritan Center Parkway, Edison, NJ 08818.
12. Public Advocacy Research, 12 W. 37th St., New York, NY 11018.
13. P.O. Box 5603, Berkeley, CA 94705.
14. "The State of Kindergarten Offerings in the United States," by Sandra Longfellow Robinson. *Childhood Education,* October 1987.
15. "The Child Centered Kindergarten," by Joan Moyer, Harriet Egertson, and Joan Isenberg. *Childhood Education,* April 1987.
16. *Education Week,* June 24.
17. *Schools That Work: Educating Disadvantaged Children*. Pueblo, Colorado.
18. *Report on Preschool Programs,* June 10.
19. *Children in Need*. Committee for Economic Development, 477 Madison Ave., New York, NY 10022.
20. *Educational Achievement: Explanations and Implications of Recent Trends*. Congressional Budget Office, Second and D Sts., Washington, DC 20515.
21. The National Black Child Development Institute, long worried that black children, boys in particular, could be hurt if insensitive education were pushed down to age four, issued *Safeguards: Guidelines for Establishing Programs for Four-Year-Olds in the Public Schools*. 1463 Rhode Island Ave., N.W., Washington, DC 20005.
22. Missouri, the one state with its own Voluntary Accreditation of Early Childhood Education Programs (Stephens College, Columbia, MO 65215) expanded its activities in 1987 to include the accreditation of school-age child care programs.
23. One product of the Writer's Laboratory, *Goodnight Moon* by Margaret Wise Brown, celebrated its 40th birthday in 1987, still popular, called

by one reviewer "the moon that never sets."

24. For further info write Dr. Frances Arnold, Chair, SACUS Research and Statistics Committee, Auburn University, Montgomery, AL 36193-0401.

25. Susan B. Aronson, M.D., has an excellent article in the November *Exchange,* "AIDS and the Child Care Program."

26. *Partnerships for Day Care,* Governor's Office of Human Resources, Commonwealth of Massachusetts, Boston, MA 02133.

27. *Child Support and Alimony: 1985*. U.S. Government Printing Office and *CDF Reports,* May 1987.

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EARLY CHILDHOOD EDUCATION
TWENTY YEARS IN REVIEW

A LOOK AT 1988

The week, the year, and the decade of the young child

April 10–16, 1988, was proclaimed "The *Week* of the Young Child" by the National Association for the Education of Young Children.

The Children's Defense Fund called 1988 "The *Year* of the Child."

New York's Governor Mario M. Cuomo declared 1988 the first year of "The *Decade* of the Child" (as he urged his legislature to fund "universal prekindergarten for four-year-olds by 1993").

The U.S. Senate on October 7 knocked all these rosy sentiments into a cocked hat. On that day a much-publicized "pro-family" package of bills died on the Senate floor. Quashed was the Act for Better Child Care Services (the ABC bill, S. 1885), on which the highest hopes had centered.

ABC bill first major congressional effort in 17 years

The ABC bill was the first major congressional child care effort since President Nixon vetoed the Mondale-Brademas Child Development Act in 1971. ABC included subsidies to the states for child care for poor and moderate-income families; set basic health and safety standards to be met by states and limits on the number of children per caregiver; and provided funds for the training of personnel. Introduced by Senator Christopher Dodd (D-CT) with a

House counterpart by Representative Dale Kildee (D-MI), the bill was backed by the Alliance for Better Child Care — 130 unions, civil rights and church groups, women's organizations, educators, and child advocacy forces. It attracted 39 Senate cosponsors and 171 House cosponsors. There was optimistic talk of "a rare window of opportunity" for better child care.[1] But on October 7, with 60 votes needed to end a Republican filibuster, ABC supporters could muster only 50. Dead in the Senate, the bill was not even brought to the floor of the House.

Killed in the same package was a **parental leave bill** requiring employers of more than 50 workers to grant unpaid leave of up to 10 weeks to parents of newborn, newly adopted, or seriously ill children. Also killed: a bill cracking down on **child pornography**. Lumping these two with the ABC bill was an effort to make a more palatable package, but the vote still fell 10 short.

Child advocates found some solace, despite the defeat

The widespread congressional support and the backing of so many groups offered hope for a better outcome in some future Congress. So, too, did the energetic political involvement of thousands of NAEYC members and other early childhood workers in support of ABC.

The media's year-long awareness of young children was also a gain. One dramatic example of that attention was the nationwide telecast on April 13 on all Public Broadcasting stations of the hour-long documentary "Who Cares for the Children? The State of Child Care in America." Another example: the spate of photographs of the two major presidential candidates cavorting in young children's centers.

Still one more comforting note: Magazines and newspapers pounded politicians and the public with facts about working mothers:

- 53% of all mothers of infants in the labor force
- 57% of all mothers of preschoolers in the labor force (with the forecast that by 1990 the percentage would increase to 80%)
- 65% of all mothers of school-age children in the labor force (creating an estimated 5 million school-age latch-key children, often overlooked in discussions of child care)

The revolutionary social change in modern-day family life was widely publicized. In 1988, only 10% of America's families still fitted the "traditional" stereotype of two parents, with mother working full-time at home and father working full-time on a job. The existing child care situation was also spotlighted:

- only 2 to 3 million slots with licensed child care providers available for the 21.6 million children under age six
- an annual 42% job turnover rate among these child care providers
- the abysmal salaries paid to full-time providers in child care centers (a median annual income of $9,204) and to those in home care ($4,420), putting child care workers in the lowest 5% of American wage earners

This country's last-place position in providing both child care and parental leave, compared to the rest of the Western world, was also a feature story.[2]

Another "fringe benefit" from the defeat

The resistances and emotional gut feelings against child care came out in the open, as did the arguments in favor of good child care.

U.S. Secretary of Labor Ann McLaughlin, for example, took the startling position that "there is no across-the-board child care availability crisis. There are spot shortages, but most families have found child care."[3] ABC backers thought McLaughlin had missed the point. Obviously every mother who has a job must have found some child care — good, bad, or indifferent — in order to work. But what mothers want and what children deserve is *good* child care, not just any old arrangement.

A similar see-no-evil, hear-no-evil argument came from the conservative American Enterprise Institute. In "Day Care Crisis? What Day Care Crisis?" Resident Scholar Douglas Besharov claimed that "most mothers of small children do not need or want full-time licensed day care."[4] He called the widely quoted figure of 57% of mothers of preschoolers in the labor force "deeply misleading since only 25% of these mothers work full-time year-round." ABC supporters felt that Besharov's figures were the misleading ones.

Another Besharov point: "Kindergarten — a form of free child care, after all — has expanded enormously and 26 states now offer part-day prekindergarten programs for four-year-olds." To those more in touch with families, Besharov seemed unaware that half-day and even full-school-day groups are not a solution for working mothers but a complication. The hours force mothers to seek before-school and after-school child care.

Trying to turn the clock back, one columnist wistfully asked, "Do we really want Mom to work? Should we accept the two-paycheck family as the only viable future? Is it the proper response to keep building child care centers?"[5] The American Enterprise Institute was also upset by the idea of mothers working. A staff member, Karl Zinsmeister, wrote, "The national day-care debate often ignores a central question: What effect does it have on our children?" Making it sound more like a conspiracy than a difference of opinion, Zinsmeister charged that "one of the dark little secrets of day care is that many leading child-development experts have expressed doubts about it (especially for infants and toddlers)." He cited Burton White, Jay Belsky, Penelope Leach, and others. Zinsmeister felt that "the findings already accumulated ought to give us pause in our uncritical plunge toward more child-raising by hire."[6]

Most people recognized, even if Zinsmeister did not, that no one now could simply say to mothers, "Stay home." The economic pressures on them and their need to use their talents made a paid job an economic and often a psychological necessity. There was broad agreement on the need for shorter workdays and for flexible work hours. With better schedules for mothers, twos, threes, fours, and fives could get the well-established benefits of standard-hour nursery-kindergarten groups. It was also widely accepted that groups for the very youngest children are child care's most complicated problem. The parental leave bill that failed could have provided at least a small amount of time together for mothers and infants and been a step toward ameliorating this problem.[7]

The ABC inclusion of minimal standards for child care drew the heaviest fire. Gordon S. Jones of the conservative Heritage Foundation indignantly tilted at windmills: "ABC money would not go to the working poor who actually need help taking care of their children but to child-care professionals with their Master of Social Work degrees—the same upwardly mobile urban professionals who wouldn't think of having kids of their own."[8]

William Safire, only a little less hysterically, wrote: "Well-meaning federal bureaucrats, already moving in on higher education, would like now to dominate preschool care. Conservatives are not nutty to recall Lenin's boast: 'Give us the child for eight years and it will be Bolshevist forever.' "[9]

One wondered whether any points calmly made could allay such anxieties. Columbia Professor of Social Policy Alfred Kahn did his best: "A federal government with concern for pesticides, food and drugs, and occupational safety should not spend child care money without some concerns for standards." And Dr. Richard M. Narkewicz, President of the American Academy of Pediatrics, countered by writing of his anxieties about *unregulated* child care: "Pediatricians treat thousands of children injured in unregulated, unlicensed child-care facilities. Frankly, we just don't want that business."[10]

The possible effect on their pocketbooks made others worry about regulations. The National Child Care Association, whose members are operators of for-profit centers, claimed that federal standards would drive up costs and "increase the price of child care to a point where it becomes unaffordable to many parents."[11] Kinder-Care, La Petite Academy, and Gerber Children's Centers all lobbied against federal standards.[12]

The impact of ABC's cost ($2.5 billion in 1989) on the U.S. pocketbook worried some. "There simply isn't the money available," according to one federal budget analyst. A reply came from Phil Sparks, speaking for the American Federation of State, County and Municipal Employees: "We hope to make the issue child care vs. another missile, not child care vs. the entire deficit."[13]

Few doubted that children cost dearly, or that the United States had the money, but clearly changes in our national and family spending will have to be made if we ever are to have good child care. The new B-2 stealth bomber, unveiled in 1988, is a possible starting place for a discussion. The Air Force hopes to build 132 of them; the lowest estimate of the cost of one new stealth bomber is half-a-billion dollars. For the same total cost it would be possible to build 127 bombers *and* fund the entire ABC program for a year.

Another argument involving money stressed "the unfairness" of ABC. Phyllis Schlafly led a "Baby Buggy Brigade" to Washington to protest: "If Congress really wants to help families, it should raise the personal income tax exemption for children and make the child care tax credit available for all families, regardless of the lifestyle of their mothers."[14] William J. Bennett, at the time Secretary of Education, was also troubled because ABC would benefit families with two working parents or a single working parent but not families in which one parent stayed at home to care for the children.[15]

The best response to these objections was rooted in the long-standing public education tradition in which adults with no children and parents with children all pay the same taxes for a very sound reason. Edward Zigler put this case well: "Why do we pay school taxes? Why do we educate children? Because we don't want stupid people. And for the same reason we should be willing to pay taxes for quality day care."[16]

Division within ABC ranks

One division within the ranks of ABC supporters proved more awkward to cope with than did the objections from opponents. The argument centered on how to achieve church participation in child care funding without violating the principle of separation of church and state. Despite many modifications in the original wording, in the end the National Education Association, the National PTA, and some religious and civil liberties groups, all original supporters, feared that ABC, even as modified, did not adequately protect against religious indoctrination in church-based centers, the largest group of child care providers. This split contributed to the defeat of ABC in 1988 and became an important item on quality child care advocates' agenda for 1989.

Where did matters stand at the end of 1988? Dr. Sheila Kamerman, Professor of Social Policy and Social Planning at Columbia University, spelled out the bottom line: "Working mothers are not going to disappear . . . . Child care is an issue that will not go away."[17]

Some child care developments of note, unrelated to ABC

The Wall Street Journal (June 3) (and in a similar story, *The New York Times*, June 26) reported the **entrance of venture capitalists** into the child care field: "Sensing that child care is 'hot,' entrepreneurs who once flocked into frozen yogurt or computer software are now catering to kids."

The approach of the newcomers was to offer "upscale" centers aimed at yuppies, charging fees from $460 a month for preschoolers to $780 for infants. The ad for one of the new centers said: "For some things in life only the best is good enough." Commenting on a $1.6 million center complete with swimming pool, gymnasium, four playgrounds, and closed-circuit TV, Roger Neugebauer of the *Child Care Information Exchange* warned of a trend toward a "Taj Mahal complex." Students of social policy worried about the possible emergence of a two-tier system of child care, for the haves and the have-nots.

Another news item was comforting to parents made anxious by headline stories in recent years of **child abuse in day care centers.** A $200,000 study carried out by the University of New Hampshire's Family Research Laboratory found "no indication of high risk for children in day care." It estimated the incidence of abuse at centers at a low 5.5 cases per 10,000 youngsters, children abused at home at 8.9 per 10,000.[18]

A third account, this about family day care, was not so comforting to parents. Often the first choice of mothers because of its comparatively low cost and because of the appeal of a home setting, **family day care** serves 37% of the children of working mothers contrasted with 23% in child care centers. What should worry everyone, not only mothers, was that 90% of family day care homes operated outside of any regulatory system and staff turnover is a staggering 60% a year, contrasted with the bad-enough 42% in child care centers.[19]

Other newsworthy early childhood programs

Child care held center stage, but other early childhood programs also made news in 1988.

Two "new births"

Even Start was born — a combined parent education/literacy program and care for the children of parents enrolled. Its goal is to help parents become full-fledged partners in the education of their children. Funded for $14.8 million through the U.S. Department of Education, Even Start will make grants to state and local education agencies. Seven-member review panels, including one early childhood professional and one representative of a parent/child education organization, will evaluate Even Start each year.

Two dozen Comprehensive Child Development Centers following the pattern of Chicago's "Beethoven" Project were established. Funding, $19.7 million, will also come from the U.S. Department of Education. The Centers, proposed by Senator Edward Kennedy (D-MA), will offer prenatal care, parent education, child care, and social services to low-income families from before a child's birth to his or her school entrance. An editorial in *The New York Times*, August 12, hailed the idea: "Public school used to be the point where society took some formal responsibility for children. In 1965 the point shifted to preschool programs to give disadvantaged children a Head Start. Now, to give such children a fair chance, the point is shifting again, to when learning begins: at birth."

Head Start still in forefront

Head Start received kind words this year as every year. Health and Human Services Secretary Otis Bowen gave it well-deserved praise for being "in the forefront of providing services to preschool handicapped children," 12.7% of Head Start's enrollment. During the presidential campaign, both Michael Dukakis and George Bush called for increased Head Start funding. The Carnegie Foundation for the Advancement of Teaching, after studying urban schools, also urged increased funding, enough so that every at-risk child could have a top-quality preschool education.[20] After a similar study, the Ford Foundation recommended doubling Head Start's size in the next five years.[21] More kudos: The College Board gave it partial credit for the improvement, for the third year in a row, in minority students' SAT and ACT college entrance assessment scores.[22] Even better than kind words, Congress gave Head Start a small but welcome increase of $29 million, raising its appropriation to $1.25 billion.

In 1988 Head Start operated 1,291 centers, serving 446,523 children including 18,000 in programs for migrant youngsters. A January 1988 report gave the racial/ethnic composition of its groups as 3% Asian, 4% Native American, 22% Hispanic, 32% White and 39% Black.

A provocative controversy arose over Head Start's success in actually reaching poor children. Over the years, the criticism has been that enrollment has stayed flat, with Head Start serving only 16%–19% of the eligible three- to five-year-olds. Hitting back in 1988, Head Start claimed that it included as many as 50% of the children actually eligible. "Most fives are now enrolled in kindergarten so it is no longer fair to include them in the potential base for Head Start. And it is unfair to count all three-year-olds since 80% of Head Start children are served for only one year, when they are age four."[23] Whichever figure was right, there was agreement that, by either count, large numbers of low-income preschoolers were still waiting to be included. For example, the November *National Head Start Bulletin* acknowledged that the program reached only 6% of the eligible migrant children.

Growth of pre-k programs

Prekindergarten programs were also in the 1988 news. The High/Scope Educational Research Foundation and the Council of Great City Schools reported that 28 urban areas spent $136 million on 70,000 at-risk children in 1985 – 86. The youngsters were mostly four-year-olds, but 20% were threes and 10% age two and younger. The largest number, 71%, were in part-day programs.[24]

A second report on pre-k gave the results of the intensive Public School Early Childhood Study by Bank Street and Wellesley Colleges.[25] Among the findings: nine states (including the District of Columbia) contribute funds to Head Start; enabling it to reach greater numbers of pre-k children; 24 states fund their own pilot or statewide prekindergarten programs; two states, Missouri and Minnesota, support parent education programs in lieu of direct service to pre-k children.

One matter of concern was that, whereas big advances in pre-k took place between 1985 and 1987 when 11 states began programs and three expanded their pre-k efforts, "the growth of newly enacted state prekindergarten legislation has slowed somewhat."

The quality of programs was also a cause of some worry. High/Scope-Great City Schools noted "widespread concern" about undue academic pressure on prekindergartners. Bank Street/Wellesley reported seeing many highly structured, teacher-directed, skills-mastery curricula, especially in large urban school pre-k groups.

Bank Street/Wellesley told of one opportunity being missed: "Lack of attention to child care needs on the part of most schools is the norm. Very few of the (new) prekindergarten groups are full-fledged child care programs, open the entire day and operating year round."

Two exciting ideas, not intended for immediate action but to stimulate discussion, surfaced in 1988. One was a proposal by Senator Edward Kennedy for a program he named **Smart Start.** Kennedy called for a national investment in young children "equivalent to the Marshall Plan of the 1940s or the mission to the moon of the 1960s."[26] Tied to the public schools, Smart Start envisages full-day, calendar-year groups *open to all fours,* combining education, health, and social services, plus job training and literacy programs for parents. Low-income children would attend free; others would pay on a sliding scale. The estimated federal cost in 1989: $500 million. Smart Start received strong support from some governors, including Cuomo of New York; from many educators, including NEA President Mary Hatwood Futrell; from the NAACP and some business leaders. The idea was questioned by Head Start backers and by some ABC supporters who worried about possible competition for funds.

The second visionary idea came from Edward Zigler of Yale, who presented a bold proposal for **school-based child care.** Zigler called his idea a plan for "the school of the 21st century." He urged the inclusion in public schools of child care for three- and four-year-olds, staffed by Child Development Associates; of half-days of kindergarten and half of child care for fives, all in the same group; before- and after-school programs for children up to age 12; a parent education program; and an outreach program for providers of family day care. One Zigler point: "Child care must be tied to a known societal institution capable of reaching the broadest spectrum of children."[27] Albert Shanker, President of the American Federation of Teachers, agreed, stressing the stability that public schools as the prime sponsors of child care would bring.

Better quality requires better salaries

NAEYC issued a very blunt warning in 1988: "The supply and quality of early childhood programs are being strangled by an inability to attract and retain qualified employees. . . . This constitutes a crisis for the profession and the nation."[28]

Better salaries are one obvious answer to the crisis. Unfortunately, stories of salary improvements were scarce. The High/Scope-Great City Schools study did find in the cities it examined that pre-k teachers were generally on the same pay scale as elementary teachers—good news to hear. Looking at a larger sample, Bank Street/Wellesley found 25% of pre-k teachers earned less than their colleagues in the same school system. The report noted, however, that "salaries for public school early childhood teachers are generally higher than salaries in nonpublic early childhood programs."

Other reports on compensation were more discouraging. Bank Street surveyed Head Start, child care, and public school teachers in New York City. $33,303 was the average salary for the city teachers; $19,365 the average child care teacher salary; and $19,108 for Head Start teachers. The latter two programs offered few fringe benefits such as pensions, insurance, and so on. Bank Street warned of a "crisis of disastrous consequences" and called on the city to spend $13 million to equalize salaries.[29] *The Child Care Center* magazine, questioning 487 child care directors nationwide, reported a similar dismal picture in its December 1987 issue: average annual salaries in the $10,000–$20,000 range, with only half of the directors receiving health benefits and only 15% retirement benefits. Teacher salaries ranged from $3.35 an hour to $7. The New Jersey Coalition for Child Care reported $19,687 the average annual director's pay in that state and $13,144 the salary for Head Teachers.

Calls for quality

Several influential organizations took stands in 1988 that should lead to improved quality.

The National Association of State Boards of Education (NASBE) issued *Right From the Start,*[30] calling for "a new vision for early childhood education." Alarmed at the pressures on young children, *Right From the Start* made a very specific recommendation: the establishment of separate public school early childhood units for children ages four to eight. It saw the units as either separate schools for the age group, or as schools-within-a-school with a separate early childhood director. The goal was to give the units freedom to use approaches geared specifically to four- to eight-year-olds and to their parents.

A second NASBE recommendation urged public schools to develop partnerships with other agencies to create a comprehensive system of early childhood services from the prenatal period on, including parent education, family support programs, child care, health services, and social and mental health services. The Carnegie Corporation of New York awarded NASBE $375,000 to establish pilot programs to test out the two big ideas.

The Council of Chief State School Officers meeting in Indianapolis in November also issued a dramatic call: "It is absolutely essential that the new President place early childhood programs at the top of the national agenda." The Council urged increased federal funding so that all states could immediately guarantee pre-k programs for children at risk and ultimately provide universal access for all children. It also called for publicly supported high-quality child care, providing developmentally appropriate educational experiences. Another recommendation was the expansion of programs in parenting skills. Ted Sanders, Illinois State Superintendent and Council President, summed up the Council's conclusions: "A major early childhood policy initiative needs to be undertaken"[51] if we are able to compete internationally in the 21st Century.

The prestigious **National Association of Early Childhood Specialists in State Departments of Education** also issued a position statement, *Unacceptable Trends in Kindergarten Entry and Placement*. Members were especially worried by four "highly questionable" practices:

1) inappropriate use of screening and readiness tests;
2) denial or discouragement of entrance for eligible children;
3) segregated transitional classes for children deemed unready; and
4) an increasing use of retention.[52]

A similar sharp indictment of the abuse of standardized tests to assess children's readiness for school came from **NAEYC**. Charging that "mass paper-and-pencil standardized testing of four-, five-, and six-year-olds is becoming one of the more dismaying rites of spring in America," the Association condemned using test results to delay children's entrance into kindergarten or their promotion to first grade. It also warned that extensive testing "narrows and misdirects" the curriculum.[53]

Georgia in 1988, despite protests from many teachers and from child development specialists, became the first state to require a standardized, multiple-choice, 90-minute test to determine which kindergartners could move on to first grade. Ninety-two percent of

Georgia's 90,434 kindergartners passed. There was no report on what the testing did to the children or to the curriculum.

Mississippi had the honor of becoming the first state to give up such tests. State Superintendent of Education Richard A. Boyd halted a $47,000 testing program because it had caused "erosion" in the state's kindergarten approach of "active learning." Many teachers felt pressure to use formal pencil-and-paper drills to prepare children for the test. "The test had become a curriculum guide, and that was never intended," observed Gloria C. Correro, coordinator for early childhood curriculum at Mississippi State University.

The Association for Childhood Education International issued two position papers in 1988: in the February *Childhood Education* "Play: A Necessity for All Children" and in June, "The Right to Quality Child Care." In the first of the two, ACEI urged teachers to defend the place of play in the curriculum, calling the need "especially critical" today.

One further contribution to quality, a continuing effort, was **NAEYC's National Academy of Early Childhood Programs,** the Association's still-new means to reward and acknowledge good teaching. The Academy reported 2,500 programs already enrolled and, by late 1988, more than 650 accredited.

We are sorry to lose

As always, the early childhood profession lost through death many valued colleagues. Among those we will miss: **Frank Caplan,** a nursery school teacher in the early '30s, later cofounder of Creative Playthings and author of child development articles and books . . . **Edith M. Dowley,** World War II supervisor at the Kaiser Child Service Centers, Professor Emerita of Education and Psychology at Stanford University, founding Director of Stanford's Bing Nursery School . . . **Mary Ellen Durrett,** NAEYC Board Member and vice-president 1964 – 69, consultant to Head Start 1965 – 78, chair of the Department of Home Economics at the University of Texas at Austin since 1972 . . . **Clement G. Hurd,** illustrator of 100 books for young children (including *Goodnight Moon*), coauthor with his wife, Edith Thacher, of 40 more . . . **Margaret B. McFarland,** cofounder in 1953 of the University of Pittsburgh's Arsenal Family and Children's Center, teacher of child development in the university's

Department of Psychiatry, and long-time consultant to "Mr. Rogers' Neighborhood" . . . **Myrtle B. McGraw,** child development researcher whose 1935 report *Growth: A Study of Johnny and Jimmy* advanced thinking about maturation, learning, and readiness . . . **Polly McVickar,** Pacific Oaks College faculty member 1957–83, first director of the Vanderbilt University Cooperative Nursery School, convenor in 1948 of the small group that grew into SACUS, the Southern Association on Children Under Six . . . In December at age 96, **Cornelia Goldsmith,** one of young children's great good friends over a very long span of years. In 1925, one of the country's first nursery school teachers, working then at New York City's private, progressive Walden School, Cornelia Goldsmith was one of a handful invited by Patty Smith Hill to discuss the protection and preservation of the very new nursery school movement. That handful spawned the National Committee on Nursery Schools in 1926, later NANE (National Association for Nursery Education), and later still today's 62,000-member NAEYC. Nell was editor of the Association's *Journal of Nursery Education* from 1962 to 1964 and its first full-time executive secretary, from 1964 to 1966. From 1943 to 1963, she was Director of New York City's groundbreaking Division of Day Care, a hugely successful effort to set and enforce standards for child care centers and other private groups for children younger than six. Another pioneering contribution, especially to teacher education, was her beautiful film, *A Child Went Forth,* a classic presentation of excellent group living for young children.

Special birthdays

Significant birthdays were celebrated in 1988. **Louise Joy Brown** had her 10th. Not a household name, Louise, born in England on July 25, 1978, was the world's first "test-tube baby." Since her birth at least 10,000 *in vitro* births have taken place, most in western Europe and the United States but also in Latin America, the Middle East, and even in China. . . . The **Child Care Employee Project** (P.O. Box 5603, Berkeley, CA 94705) had a 10th birthday party, as did the ***Child Care Information Exchange*** (P.O. Box 2890, Redmond, WA 98073). . . . ***Report on Preschool Programs,*** biweekly recorder of congressional, national, and state developments, marked its 20th year (Business Publishers, 951 Pershing

Dr., Silver Spring, MD 20910). . . . Another 20-year-old, ***Sesame Street*** is still holding its popularity despite its "old" image; an estimated 11 million U.S. households watch each week. . . . **OMEP,** the World Organization for Preschool Education, celebrated its 40th anniversary in Prague, the city where OMEP was born. . . . ***Curious George,*** hero of eight books by Hans Augusto Rey, a favorite of American, British, Greek, French, Spanish, Swedish, Chinese, and Japanese preschoolers, counted 50 years in his trouble-plagued, problem-solving life, and ***Mickey Mouse,*** another favorite of young children, reached 60 years of age. . . . The oldest celebrant: **Wheelock College,** 100 years old in 1988 — a long lifetime of preparing early childhood teachers.

The year brought good developments for **Marian Wright Edelman** of the Children's Defense Fund, awarded $10,000 by Ronald McDonald's Children's Charities for her work on behalf of children . . . for **Joseph Shenker,** a specialist in urban education, named the fifth president of Bank Street College . . . for the **Association for Childhood Education International** whose journal, ***Childhood Education,*** greeted the fall in a new, larger format and colorful cover . . . for **NAECTE,** the National Association of Early Childhood Teacher Educators, whose journal also had a face-lift and a new larger format.

Little baby boom

More children were born in the United States in 1987 than in any year since 1964. Approximately 3,829,000 joined the rest of us, almost 100,000 more than in the year before. As a result, the United States had 18.3 million children under age five, the most preschoolers in 20 years. This "little baby boom" showed up in peak under-six school enrollments. The Census Bureau counted 2.5 million children in nursery schools and four million in kindergartens, an increase of 25% over 1981. A similar high count came from the National Association of Independent Schools. Its 940 members announced a 43% increase in prekindergarten enrollments, a gain of 22% in kindergartens.

One interesting fallout from the high number of preschoolers: **Children's books** became a booming market. Sales were under $500 million in 1982. In 1987 they topped $1 billion, making children's books the liveliest part of the publishing world. In 1988 stores selling only children's books, once a rarity, sprang up all over the country. Membership in the Association of Booksellers for Children soared from a handful three years ago to more than 300.

While the rise in U.S. births was generally welcomed, the **increase in world population** was a matter of concern. It passed the 5.1 billion mark and was expected to reach six billion in 10 years, leaping ahead at a much faster rate than had been estimated. The UN State of World Population Report warned that "the combination of population and industrial growth could destroy the land, water and air on which everything else depends."

Some facts about the U.S. child population were also not pleasing. Twenty-five percent of our children younger than 18 lived with **one parent** in 1986, almost always the mother, too frequently an indication of hard living. Nearly one in five children, 19.8%, lived in poverty, a decrease albeit slight from the preceding year's tally of 20.1%. The report on Black children, as always, was quite different: 42.7% lived in poverty! Census figures also showed a rise in poverty among Hispanic families.

Reports from the states

Sound, appropriate curriculum, especially in pre-k groups but also in child care and in kindergartens, was on the minds of many people in several states. **Iowa,** spending more than $1 million on at-risk three- and four-year-olds, voted to establish a Center for Early Development Education at the University of Northern Iowa, a model for ways of meeting the needs of at-risk youngsters. . . . **Delaware** voted funds for three model training centers for both public and private pre-k educators. It also funded four full-day kindergarten demonstration centers to help guard against "full-day programs turning into an academic arena for accelerated learning." Delaware's State Department also published an excellent "Kindergarten Position Statement," specifically saying what kindergarten should be and what it should not be. . . . In the same vein, **Michigan's** State Board of Education adopted "Standards of Quality and Curriculum Guidelines for Preschool Programs for Four-Year-Olds." In 1988 the state spent $12 million on schooling for fours. . . . **Alaska** developed "Promising Practices: Criteria for Excellence in Early Childhood Education," an instrument for self-assessment by schools, followed by visits by a validation team. . . . **Tennessee's** State Department sponsored a summer kindergarten workshop on integrating art, music, blocks, cooking, and social studies with the language arts and math in an effort to end separate subject-matter teaching. . . . In **Oklahoma** the Kindergarten Teachers Association changed its name to the Early Childhood Teachers Association, open to all working with four-year-olds through third graders. Oklahoma, pleased with its 500 CDAs, expanded its training still further.

Full-day kindergartens were on the docket of several states: **Iowa** aiming to achieve them by 1992, **Delaware** by 1994, **New Jersey** reported moving steadily in this direction, with 139 districts operating full-day.

Oregon's pre-k program for low-income threes and fours got under way at 11 locations. Oregon also began "TFC," Together For Children, a parent education program initially serving about 300 parents of at-risk youngsters ages birth to eight. . . . **Minnesota's** Early Childhood Family Education Program, in operation since 1984, reached 120,000 children and their parents in 1987, an investment of $18.3 million.

Child care topped the list of concerns in **Arkansas**. The state voted sizable funds to help financially strapped parents pay for child care, to help qualified people set up child care centers, and to establish training centers for child care staff at seven vocational-technical schools. . . . **Alaska's** governor pushed for a "first class, quality, affordable child care system for working parents throughout the state." An Interim Commission made 85 recommendations to the governor! Among them were provision of state funds to enable more centers to meet NAEYC's National Academy accreditation standards (only two in the state do), funds to increase child care salaries ($4.50 an hour in 1988), and funds to make teacher training available, including the establishment of a four-year major at the University of Alaska. . . . **Hawaii** funded a new position of Child Care Advocate, working out of the Governor's Office of Children and Youth. The Advocate's first assignment was a statewide child care needs assessment.

Some out-of-the-ordinary developments: The **Kansas** AEYC spent more than $4,000 on letters, labels, stamps, and similar materials in a major advocacy drive on behalf of the ABC bill. . . . **KidsPac of Idaho,** a political action committee, was born, "a voice for children directed to Idaho's decision makers." . . . **Delaware** doubled the state's child care tax credit, from 25% of the federal credit to 50%.

The health scene

The National Institute of Dental Research made a startling announcement in June: 49.9% of America's children ages 5 to 17 had no tooth decay! In 1944, the incidence of cavities and decay was 90%. In 1988, in the under-10 ages, almost 100% of children were trouble-free! The Institute attributed this dramatic lessening of a nasty affliction to the widespread use of fluoride. Institute officials said, "We are at a point where tooth decay is no longer a major public health problem." If only all of 1988's news about children's health were that good!

The latest **infant mortality data** (1985) brought no reason to cheer: 10.6 deaths per 1,000 live births, a disappointingly small drop from the 1984 rate of 10.8. The overall 10.6 figure blurred the fact that a Black baby was more than twice as likely to die during the first year of life as a White infant. Neonatal mortality — deaths in the first 28 days — among Black infants rose, the first such increase in 20 years.[84]

The United States ranked 19th worldwide in infant mortality, lagging behind even Hong Kong and Singapore in its ability to keep babies alive. Many of the infant deaths were regarded as preventable. Retiring U.S. Senator Lawton Chiles (D-FL), Chairman of the National Commission to Prevent Infant Mortality, spoke of his dismay: "It offends me that the United States, with its wealth and resources, loses 40,000 children a year before their first birthday when there is such a simple solution — spending about $400 a mother for prenatal care, proper medical screening, nutrition counseling, and discouraging the use of tobacco, alcohol and drugs."[85]

Regrettably, **prevention has not been "in" recently.** There was a decline, between 1980 and 1985, in the percentage of children immunized against **polio, measles, rubella, diphtheria, pertussis,** and **tetanus.** The Surgeon General had set as a goal for 1990 full immunization for at least 90% of children under age two. The 1988 news dimmed hopes that the goal could be met. The explanation for the setback was that federal funding fell behind the skyrocketing costs of vaccines. Public health workers worried that diseases now considered under control could return in force. Measles was an example. Once thought headed for elimination, it claimed 3,500 victims in 1987.

Other "old-time" health problems also raised their heads. **Rheu-**

matic fever, a childhood illness regarded as all over and done with, made a mysterious comeback with hundreds of cases emerging in 1988. **Lead poisoning,** although sharply reduced in recent years, made headlines. The Centers for Disease Control warned that millions of children still remained at risk because lead levels once regarded as safe were now seen as hazardous.

New hazards came on the scene. The American Academy of Allergy and Immunology warned that asthma was now a serious childhood threat and one seemingly getting worse. The Centers for Disease Control found it necessary to warn that **falls** from playground equipment not installed over impact-absorbing surfaces — mats, wood chips, sand, and so forth — could be fatal. The CDC found 48% of child care center equipment improperly installed. Three- and four-year-old boys were particularly prone to such accidents, and spring was the favorite accident time. Other bad news: 804 cases of **AIDS** among children under age five had been identified by May 1988. Plus one more new problem: the manmade **"greenhouse effect,"** much written about in 1988, the warming of the Earth through the mounting up of carbon dioxide, a danger so ominous that many scientists regarded it as a serious threat to human survival.

On a more positive note: Five international organizations announced a **major immunization campaign** seeking to end the scourge of **polio.** The World Health Organization, the UN Development Program, UNICEF, the World Bank, and the Rockefeller Foundation, speaking as the "Task Force for Child Survival," set a goal of eliminating polio from the world within 12 years. Rare in industrialized countries because of the availability of vaccine, polio remains a dread elsewhere, killing an estimated 30,000 children a year, leaving countless others lame. Only one other human disease, smallpox, has ever been eradicated. The Task Force for Child Survival wants to pay polio that same honor.

Advertising on children's TV?

President Reagan "eradicated" a very modest proposal to limit the amount of advertising on children's TV programs. Limits on the amount of advertising had been in force until 1984 when they were removed by the Federal Communications Commission. A bill re-establishing them at 10½ minutes per hour on weekends and 12 minutes on weekdays passed the House and Senate. The bill also required broadcasters to spell out their plans for educational programming as a condition of license renewal. President Reagan killed the bill with a pocket veto, claiming it infringed on "freedom of expression." Peggy Charen, President of ACT (Action for Children's Television), called Mr. Reagan's veto "ideological child abuse."

What is child care?

The spotlight on child care in 1988 threw light on the great shortages in the field. It also brought realization of the mushrooming growth that has taken place. Some numbers boggled the mind. The Department of Defense, for example, had 639 child care centers at 408 installations worldwide, serving an average of 80,000 children daily. Kinder-Care ran 1,135 centers, La Petite Academy had 600, and Gerber Children's Centers totaled 127. Two hundred and twenty-nine colleges had their own campus child care centers. Nine percent of federal, state, and local governmental agencies sponsored centers for their employees' children. Included in that total were 33 state-run centers in Massachusetts, 31 in New York, and 26 new federal centers. Two percent of businesses employing 10 or more workers had their own child care centers. Labor unions, private individuals, a few school systems, some cities and towns, and one state ran their own centers, as did churches and synagogues, which either through their own programs or through renting their space to others were the largest providers of child care. Of all these many centers, some were seen as employees' "perks," and some were operated as straight business deals, aiming at profit. Some were nonprofit, a service to children and families and to the community. Some had Boards of Directors representing the public and related professions.

Such variety in sponsorship, funding, and ways of operating could be regarded as strength. Or it could indicate uncertainty and confusion. What is child care? Apart from its longer hours, does it differ greatly from other young children's programs? Who should be responsible for child care? The shortages made one suspect that there was clarity and agreement on only one idea and a bad one at that: Let "George" do it — not George Bush but George Theotherfellow.

What will the new administration do?

Speaking of George, one of the pleasant surprises of the 1988 political campaign was the **strong endorsement of child care by President-Elect George Bush.** In a July address to the National Federation of Business and Professional Women's Clubs he declared, "Child care is nothing short of a family necessity." He then put on the record his proposal for a $2.2 billion Children's Tax Credit. Under the Bush plan low-income families with children under age four (and eventually all such families) in which one parent worked would receive $1,000 per child, in cash or in a tax credit.

The Bush proposal differed from ABC in several ways. Once in full operation it would apply to all families with children four years old and younger, whether Mother was at home or on a job. In addition, it would give parents with jobs freedom to choose their own child care solution, to the extent that $1,000 would help them. The Bush proposal and ABC were almost identical in one way: their estimated cost — $2.2 billion for Bush, $2.5 billion for ABC.

Too often the big ideas of campaign years are quickly filed and forgotten, or lose out in the competition of the "real world" of deficits and international tensions. But with two major child care plans hung over from 1988; with the unusual piling up of pleas for increased early childhood funding from very important organizations; with the political momentum stirred up by ABC, there was a good chance that young children might be a center of attention in the year ahead. In *A Look at 1989* we will see what talking went on and what action (if any) was taken.

NOTES

1. In addition to ABC, legislation relating to child care was introduced by Senators Boschwitz, Dole, Domenici, Hatch, Hecht, Heinz, Quayle, Roth, and Wilson; and by Representatives Crane, Holloway, Johnson, Martin, Penny, Schulze, Soloman, and Tauke. Everyone seemed to want to get on the child care bandwagon.
2. Elizabeth Janeway, "Child Care Inc.," *World Monitor,* October.
3. *Child Care: A Workforce Issue,* available from U.S. Labor Department, 200 Constitution Ave., N.W., Washington, DC 20210.
4. *Washington Post National Weekly,* September 4.
5. Guy Wright, *San Francisco Chronicle,* March 4.

6. *Washington Post National Weekly*, October 3.
7. The National Center for Clinical Infant Programs published a 16-page guide outlining areas of consensus among 17 infant-care researchers who met in 1987 at a "summit meeting," *Infants, Families and Child Care: Toward a Research Agenda*. (733 15th St., N.W., Washington, DC 20005. $1.50.) And the National Institute of Child Health and Human Development announced a five-year plan of study of the effects of infant day care on development.
8. "Federally Funded Child Care?" *Palo Alto Times Tribune*, April 24.
9. *The New York Times*, April 25.
10. *The New York Times*, August 7.
11. "ABC Would Drive Up Prices for Child Care, Group Says," *Report on Preschool Programs*, June 22.
12. "Early Years," *Education Week*, September 28.
13. *Education Week*, March 16.
14. *Report on Preschool Programs*, March 30.
15. *Education Week*, April 27.
16. An interview with Edward Zigler, "What Are We Going To Do About Day Care? One Man's Idea," *Psychology Today*, January.
17. An interview with Dr. Sheila Kamerman, *CDF Reports*, August.
18. *The New York Times*, March 22.
19. *The New York Times*, June 5; and David A. Corsini, Steven Wisensale, & Grace-Ann Caruso, "Family Day Care: System Issues and Regulatory Models," *Young Children*, September.
20. *An Imperiled Generation: Saving Urban Schools*. Lawrenceville, NJ: Princeton University Press.
21. *Toward a More Perfect Union: Basic Skills, Poor Families and Our Economic Future*, Ford Foundation, 320 E. 43rd St., New York, NY 10017.
22. Burton White, in his August and October *Newsletter* of the Center for Parent Education, warned against overstating Head Start's success: "Many cite the results of the Perry Preschool Project as proof of Head Start's success, but there is no way the Perry Project can be considered typical. In all probability it was superior to 95% of existing Head Start centers." White saw two dangers in identifying the Perry Project with all of Head Start: the risk of complacency, assuming that Head Start is more effective than it is in reality; and the risk that pre-k enthusiasts will assume that any remedial program for children over age 3 routinely succeeds.
23. "Head Start Analyst: 'True' Statistics Show More Children Are Served," *Report on Preschool Programs*, March 16.
24. *Pre-kindergarten Programs in Urban Schools*, High/Scope, 600 N. River St., Ypsilanti, MI 48198.
25. *The State Survey*, *The District Survey*, and *The Case Studies*, Bank Street College, 610 W. 112th St., New York, NY 10025.

26. *Report on Preschool Programs,* February 17.

27. *Education Week,* February 3.

28. "Quality, Compensation, and Affordability in Early Childhood Programs," NAEYC, *The Affiliate,* October.

29. *Who Is Teaching? Early Childhood Teachers in New York City's Publicly Funded Programs,* Bank Street College, 610 W. 112th St., New York, NY 10025.

30. NASBE, 1012 Cameron St., Alexandria, VA 22314. $5.00.

31. *Education Week,* November 23.

32. *Education Week,* December 2, 1987.

33. National Association for the Education of Young Children, "Position Statement on Testing of Young Children 3 Through 8 Years of Age," *Young Children,* March.

34. *The Health of America's Children: Maternal and Child Health Data Book,* Children's Defense Fund, 122 C St., N.W., Washington DC 20001.

35. *The New York Times,* October 31.

(All dates are 1988 unless otherwise indicated.)

APPRECIATION

Each year many friends help by volunteering information, or confirming or correcting it. For 1988, as I have been for many years, I am especially indebted to Alberta E. Siegel, omnivorous reader, faithful correspondent, and keen student of child development and social policy. But many others also have my thanks, including Charlotte S. Barnes, Milly Cowles, Jackie Dudock, Stephanie Feeney, Elizabeth M. Goetz, Blythe F. Hinitz, Randy Hitz, Carolyn Ellis Logan, Carol Alexander Phillips, Sherrill Richarz, Robert Thurman, Mildred B. Vance, Carol Vukelich, Elaine Wilson, and Kathi Wineman.

EARLY CHILDHOOD EDUCATION
TWENTY YEARS IN REVIEW

A LOOK AT 1989

Ending the Cold War can release resources for the world's children

1989 was an astounding year. It marked the 50th anniversary of the start of World War II. More important, on November 11, 1989, the Berlin Wall was toppled — a fitting happening in the year that also marked the 200th anniversary of the French Revolution! On November 11 the mind-boggling political upheavals that had begun in the U.S.S.R., Poland, and Hungary — and caught the world's eye in Tiananmen Square in Beijing — massively erupted in East Germany and soon thereafter in Czechoslovakia. The tremors shook every country behind the Iron Curtain . . . and were felt in the West, too. These astonishing developments — the determination of millions to have more freedoms — free speech, free press, free elections, freedom to travel — seemed to mark the end of the Cold War, which had held East and West in its grip. Certainly November 11, 1989, opened up the possibility of better days in the future for the children of Europe *and* for the children of the United States, too.

Child care bills stalled again by Congress

Large numbers of American children in the here and now could have lived their lives more safely and constructively if a good child care bill had been passed by Congress and signed by the President. But in the first session of the 101st Congress, despite promises and predictions, no bill reached the President's desk. Although the Senate passed the Act for Better Child Care in June, the House failed to enact a separate child care bill, instead including child care provisions in the yearly budget reconciliation which were then dropped.

Why?

Not because no one knew the need. The steady flood of mothers into the labor force in recent years was recognized by Democrats and Republicans alike as a severe social upheaval. In 1989, about 60% of the mothers of children younger than six were out in the labor force.

Why?

Not because Washington shied away from the cost. Four major plans received serious consideration in the first session: one from the President, one from the Senate, and two from the House. Their price tags ranged from $5 billion to $14 billion, but no one blinked just because of the money. Of course, no one voted any money either.

Why?

Not because child care advocates were politically naive or quiet. Supporters organized letter-writing and telephone campaigns and personal visits with members of Congress, including a last-minute invasion of the Capitol by hundreds of sign-carrying preschoolers. No one who cared about child care could be accused of being asleep at the switch.

Why?

One reason no bill reached the President was because of everyday practical Washington considerations. The press of other issues was a major factor: ethics, capital gains, the unbalanced budget, minimum wage, catastrophic illness, savings and loan, funds for abortion. Differences of opinion between the House Committees on Education and Labor and Ways and Means on how best to promote good child care was another complication. A further hindrance: The differing priorities of a Democratic Congress and a Republican President whose juices flowed most about reducing the tax on capital gains, not desecrating the flag, and not funding abortion.

Complexity of issues baffles Congress

A more fundamental reason for the lack of action was the sheer complexity of the decisions to be made. Everyone liked the sound of "child care," but there was little consensus about the meaning of the words and about the social issues that "child care" opened up — especially the separation of church and state, and the role of public education. National policy on child care had not been seriously discussed since 1971, the year President Nixon vetoed the Brademas-Mondale "Comprehensive Child Development Child Care" bill. In 1989, the floor of Congress was not the easiest place to find good answers.

A further difficulty was that the child care field had grown enormously since 1971. In 1989, it encompassed such disparate groups as public schools, churches, large and small for-profit businesses, and nonprofit community groups. The workers in this now-enlarged field were themselves not always of one mind.

How should child care be funded? Were income tax credits for poor families the way to get more centers and better staff? The administration said "yes." Opponents called tax credits a red herring and irrelevant: "This is not child care legislation." They felt that while the credits were probably an aid, albeit small, to poor families, they simply could not buy top-quality child care. One compromise discussed was a mixture of tax credits to families and other grants to states.

Should federal funds be new grants to states, or additions to existing Social Services Block Grants? Should child care money go to state departments of education, or to governors' offices?

Should there be federal or state standards? Should states be left alone, each to work out its own child care standards? Or should there be minimum federal requirements for health, safety, and the training of staff? Columnist James J. Kilpatrick used his sharp way with words to state the administration's position: "Federal standards would make some federal Child Care Czarina the great nanny of us all." Many others pointed out the obvious: Federal standards governing the quality of food and safety on the highways, as two examples, are welcomed as protections, not resented as intrusions. Don't children deserve as much care? One compromise discussed was a federal commission to develop "model standards" for states to follow, if they wished.

What groups should be funded? Should some existing instrument like Head Start — expanded in size and extended to full-day and full-year — become the main tool for child care? Or are public schools — their hours and months of operation also extended — the logical agency? Or is child care "different," a protective service that churches can do best? In 1989, church-based groups were essential parts of the child care field, but could federal aid to given to them without breaching separation of church and state? One compromise discussed was funding if there were no discrimination in enrollment and hiring, and no religious instruction.

What children are involved? Should tax credits be given only for children under age four? Or for school-age children, too, and if so, up to what age? 13? 15? Was federal aid needed only for the children of poor families? Were middle-income families able, on their own, to find that wonderful pot of gold at the end of the rainbow, "affordable high-quality care"? What about mothers who stayed home to care for their own children? Would federal aid only for mothers working outside the home subvert the American family? And where do family day care providers fit in?

The questions were too hard, the divisions too deep, the emotions too strong, the time too short for solutions in the first session of the 101st Congress. Senator George J. Mitchell (D-ME), Majority Leader, was optimistic about the second session. He assured one and all that child care would be high on the agenda in January 1990. Child care advocates were worried about the lapse of time between the first and second sessions. Would the steam go out of the child care drive? Still others worried about the compromises that would have to be made. Would the resulting legislation only call to mind the famous definition of a camel: "a horse planned by a committee"?

New studies document problems in child care

The year did not bring new federal aid, but it did turn up facts galore about child care. The most important investigation: the examination of **the quality of care** by the Child Care Employee Project.[1] This was the first major look at the field since 1978, when Abt Associates published *Day Care Centers in the U.S.: A National Profile, 1976–1977*. The Child Care Employee Project investigators, led by Marcy Whitebook, Carolee Howes, and Deborah Phillips, studied conditions and tested children in 227 centers in Atlanta, Boston, Detroit, Phoenix, and Seattle. The main finding was

> abysmally low wages . . . . It is staggering how little child care staff earn compared with what other comparably educated women in the work force earn. When child care wages . . . are compared with the wages of comparably educated men, the disparities are even more striking.

Compounding the trouble, only 40% of staff had health coverage; 20% a retirement plan; 30% a written contract; and 4% the protection of a collective bargaining agreement. Hardly surprising, the result was an annual staff turnover of 41%. The hurt to youngsters was equally predictable, but the study provided solid evidence: "Children attending lower-quality centers and centers with more staff turnover were less competent in language and social development." The report made five recommendations: Higher child care teacher wages ("the most important predictor of quality"); better training for staff; more rigorous state and federal standards; the establishment of industry standards; and massive public education about the importance of adequately training and compensating child care teachers. Most striking was this indictment (emphasis added):

> Faced with . . . a pool of consumers with limited ability or inclination to pay the full cost of care, and restricted government and corporate funds, *our nation has implicitly adopted a child care policy which relies upon unseen subsidies provided by child care teachers through their low wages*. . . . This policy forms a shaky foundation upon which to . . . nurture our children while their parents earn a living.

Several excellent city and state surveys uncovered **the weakness in state regulations.** Michigan learned that only 44% of its under-fives needing care were in regulated facilities.[2] Similarly, a Virginia watchdog agency, the Joint Legislative Audit and Review Commission, reported that while 74,000 children were in regulated child care centers, 81,000 were in unregulated programs. Worse: Only 2,500 children were in regulated family day care homes and 175,500 youngsters were in unregulated settings![3] A four-year study by the American Academy of Pediatrics and the American Public Health Association revealed that only 48% of the states require handwashing procedures for caregivers and children to control infectious diseases; only 50% require up-to-date immunizations; only 54% require sanitary food handling; and only 20% call for energy-absorbing surfaces below swings, slides, and climbing apparatus.[4]

The desire for federal protections was also uncovered. In a Harris poll conducted for the Philip Morris Co., only 25% of the parents interviewed believed that their children currently received quality care. Eighty-five percent endorsed minimum federal standards as a means of ensuring acceptable quality.[5] A survey by the Child Care Action Campaign showed similar findings: 8% opposed minimum federal standards on health, safety, and staff/child ratios, but 69% were strongly in favor of these protections.[6] Answers to polls, however, undoubtedly are affected by how questions are worded and by who asks them. Kinder-Care commissioned a poll involving 502 telephone interviews: 59% of those interviewed said they preferred state rather than federal standards.

The gaps in child care were spotlighted. In North Carolina, the Child Advocacy Institute reported that the state had only enough facilities to serve one of every three children in need of child care. Minnesota found it had fewer than four places in licensed day care for every 10 children younger than five needing care.[7] A New York City survey showed that, despite its many programs, an additional 100,000 children under six needed child care services. One among many reasons for the city's shortage: Virtually no construction of new day care facilities since 1975.[8] Philadelphia found it had space for 2,000 6- to 12-year-olds, leaving 50,000 "alone and unsupervised." The city's School Age Child Care Coalition urged that programs for latchkey children be given top priority. Nationwide, nine out of 10 city officials reported that child care "overshadows all other needs for city children."[10]

The high cost of what too often was low-quality child care was also studied. The Census Bureau reported that working parents spent $14 billion on child care in 1986. A not surprising but disturbing fact was that poor parents paid 22% of their monthly income for child care, the most affluent families only 4%.[10] The Philip Morris survey found a similar uneven burden. An NAEYC Public Policy Report by Sandra Hofferth put the child care proportion of the family budget at 25% for low-income families, 10% for those in the middle-income bracket.[11]

Where children received care was another area of investigation. Hofferth reported:

> Care in the child's home (by relative or nonrelative) has declined considerably. Usage of family day care has increased slightly. Center care, including infant care, has increased most of all. Still, about half of all children are cared for by a relative. Care by father constitutes about half of the care by relatives.[12]

This was in line with the findings of two surveys by *Child Care Information Exchange*.[13] The magazine found a great growth in center care and almost no growth in family day care. It reported an 11% expansion by the five largest national child care chains (Kinder-Care, La Petite Academy, Children's World, Gerber, and Children's Discovery Centers) and a 31% expansion by regional chains. The magazine's estimate: 53% of all centers are operated for profit, the largest number of them by independent proprietors, and 7% by national and regional chains.[14]

All these facts and figures bring to mind the wise statement Baltimore's Sadie Ginsberg made as far back as 1974 in her Hacienda Press Living History Interview, *The Child Care Center Chronicle:*

> There never is a shortage of child care facilities. Every one of the millions of mothers in the labor force has had to find some kind of child care. That is one of the terrible realities. If a mother is on a job she *must* have some plan for her child. She may lock her child in her car. She may get a bad babysitter or put her child in a bad foster home or in a quite bad center. The problem isn't the shortage of facilities. It is the shortage of *good* facilities.[15]

Corporate child care slowly increasing

Corporate-sponsored child care plans were good for many human-interest stories in 1989.[16] Plans ranged from part-time and flexible work schedules, to referral assistance, to parental leave, to company vouchers (like traveler's checks) to pay a nanny, a neighbor, or a center for child care. One innovative approach: Honeywell's Minneapolis System and Research Center paid 80% of the care cost for an employee's mildly ill child, either at home by Tender Care for Kids or at Chicken Soup, a downtown center for ill children.

Most likely to make the headlines, however, was the increase (slow but steady) in the centers established by businesses for their employees' children. (A cynical thought: that behind the headlines lurked the hope that business might take over responsibility for child care and solve everyone's problem.) Among the 1989 newcomers were: Wang Laboratories, Chelmsford, Massachusetts; Warner Bros. Studio, Burbank, California; Northern Trust Co., Chicago, Illinois; the regional U.S. postal center in Syracuse, New York; Deaconess Medical Center, Spokane, Washington; New York City's Police Department at its downtown Manhattan headquarters; and — guess who? — the C.I.A. in Langley, Virginia. Announcements of plans for employee centers came from Johnson & Johnson, New Brunswick, New Jersey; the Denver, Colorado, Fire Department; and AT&T, which set up a $5 million fund for centers for its employees. One estimate was that 1982's seven work-place centers had grown to 99 in 1989.

On-site child care corporate centers presumably paid off by attracting able workers, lessening absenteeism, holding good people on the job, and increasing productivity. Sometimes, however, the cost of running a center outweighed the benefits. In 1989, Children's Hospital in St. Paul, Minnesota, announced it would close its 80-child center. Employees had paid a tuition of $90 to $125 a week, but this did not cover expenses.

On-site centers present another problem. They are best suited for large companies with many employees. The Kaiser Child Service Centers found this out during World War II. Stride Rite, Campbell Soup, Merck & Company, and many hospitals and government agencies find the idea practical today. The on-site center is not a solution for smaller companies, however. One 1989 approach for them was child care centers in industrial parks, open to the employees of several companies. New Jersey had six such centers in 1989, with plans for a dozen more on the drawing boards. The Director of Marketing and Leasing of one industrial park explained the growth: "Child care is key to our amenity package. Without it some tenants would go elsewhere."[17]

Public school child care on the rise — 17% of districts offer care

One promising approach, much older than corporate child care — public school child care — also had steady, slow growth in 1989. Years earlier, from 1942 to 1946, during World War II, 600,000 children were in the federally supported Lanham Child Care Centers. Lanham Centers operated in 41 states, 95% of them in public schools. In 1989, Wellesley College's School-Age Child Care Project found that about 17% of the nation's school districts offered some form of child care or allowed community groups to use school buildings for that purpose. One eye-catching example: In 1987, the public schools of Dade County, Florida, opened a combined public kindergarten-child care center at the downtown Miami headquarters of the American Bankers Insurance Group. The center has since expanded to include first grade. In 1988, Dade County started a similar child care center-public school at Miami International Airport. In 1989, the St. Paul, Minnesota, public schools followed these examples, joining hands with the First Bank System to create a "workplace school." The St. Paul center is a combined free kindergarten for four- and five-year-olds and a child care program ($75 a week for fours, $70 for fives). The bank contributes rent-free space; the school provides staff and materials. Bank employees have priority in enrolling their children, but the "workplace school" is also open to other downtown workers.

On a larger scale and in a style more likely to be followed, the public schools of Independence, Missouri, use their own buildings for child care before and after school for children ages five to 12, and two schools offer full-day child care for threes and fours. Parents pay a small fee for child care; foundations and service organizations have contributed money to make a sliding scale of fees possible. One unusual feature: The Independence schools maintain an outreach program of help for family day care providers. They also carry on parent education for mothers of infants and toddlers at home.

The foremost advocate of this idea has been Yale's Professor of Psychology Edward Zigler, member of the national committee that set up Head Start and in 1970 the first director of the federal Office of Child Development. Zigler's paper, "The School of the 21st Century,"[18] provided the basis for the Independence program and in 1989 stimulated the Connecticut legislature to vote $500,000 for a similar program in a rural, a suburban, and an urban school.

A strong case can be made in favor of public school child care: the use of empty school buildings in the early morning and late afternoon, on holidays, and in summertime; schools' ability to pay qualified staff; better overall supervision; the breaking down of the wall so often erected between child care and education; fewer transportation headaches for parents; and greater peace of mind about children's safety.

Backing for the idea comes from many sources (this writer included). Thomas A. Shannon, Executive Director of the National School Boards Association, agrees that school-based child care is in the cards: "The school of the year 2010 will be different from today. There will be a substantial child-care and early-childhood-education component. The schools will be like more of a community center."[19] Robert Henley, Superintendent of Schools in Independence, put his feeling this way: "Community support has been phenomenal. We could never get out of the business now. We're in it for life, I'm sure."[20]

Not everyone is enthusiastic, however. Critics point out that in urban areas, where the child care need is greatest, schools are often already overburdened and inadequate. Other critics charge that too many schools everywhere are over-structured and not suited to young children.

Obviously, there are no easy paths to top-quality child care, and probably no one way to go. In 1989, proprietary care came in for very stinging criticism from the University of Michigan's Samuel J. Meisels and L. Steven Sternberg: "Proprietary care satisfies the criteria of affordability and economic self-sufficiency . . . by placing children in large groups with poor staff/child ratios and inadequately trained caregivers."[21] Sharon Lynn Kagan and James W. Newton reached less harsh conclusions. They studied centers in Connecticut, a state they recognized as one having high child care standards: "Nonprofits were typically superior to for-profits, with government-subsidized nonprofit centers [ranking] highest. . . . Across the board in this one highly regulated state, and in spite of important for-profit/nonprofit differences, we found good quality care."[22]

Maybe in a field so large and with the need so great, there will always be room for many approaches. The answer to good quality may not lie in who runs the program, whether school, church, corporation, for-profit business, or nonprofit community agency. The key may be good regulations (local, state, federal) that are firmly enforced.

Kindergartens: All you really need to know is not on a test

Good kindergartens got a boost from an unexpected source in 1989. Robert Fulghum's book—more than half a million copies sold and Number One on the national nonfiction list throughout the year—laid it right on the line: *All I Really Need To Know I Learned in Kindergarten.*[23] Talk of back to the basics! Unitarian minister Fulghum's book made no bones about what really counts, for grown-ups as well as for children: Share . . . Don't hit . . . Say you're sorry when you hurt somebody . . . Clean up your own mess . . . Flush . . .

It was also a boost for common sense in kindergartens when Georgia, after one year's experience and many protests, dropped its requirement that fives pass a paper-and-pencil test as a condition for promotion. Nationwide, however, the place of testing continued to stir debate. NAEYC was a leader in raising questions about over-reliance on testing for screening, for admission to kindergarten, and for promotion.[24] The butt of many of the questions was the Gesell Institute of Human Development, founded in 1950 (not by its namesake but by former associates). Heavily promoted, its materials had been used in 15% to 18% of the country's school districts. Critics charged that the Gesell norms were out-of-date and that single test scores were inadequate for making decisions about children. Questions raised about Gesell materials and the way many schools used them took their toll. In 1989, the Institute suffered financial losses, cut its full-time staff from 47 to 9, and faced an uncertain future.[25] Over-anxious parents who feel they must touch every base can always turn to the book with the hard-to-believe title: *The Baby Boards*(!): *A Parents' Guide to Preschool and Primary School Entrance Tests.*[26]

Full-day kindergarten increase — What about quality?

Another live kindergarten issue was the 9-to-3 versus the half-day program. In 1989, the full-school-day schedule gained momentum. New York State districts had 443 full-school-day compared to 301 half-day sessions . . . Connecticut increased the number of districts offering the longer hours from 17 in 1985 to 42 in 1989 . . . Two states, Florida and North Carolina, and the country's largest school system, New York City's, had only full-school-day programs.

Barbara Willer of NAEYC raised a yellow caution flag about the resurgence of school-day programs: "If you are moving to an all-day focus to cover more material, you are probably doing more harm than good."[27] Two other early childhood specialists, Susan W. Nall of Southern Illinois University at Edwardsville and Leslie R. Williams of Teachers College, Columbia University, took the lead in promoting a National All-Day Kindergarten Network to work for high quality in the rapid movement toward full-day programming.

Two points worth noting: One, prior to World War II kindergartens everywhere were school-day length. The post-war change to half-days, today looked on as the norm, came not because of any perceived harm to children. The reason was simply the shortage of space and teachers. Two, the hours of neither half-day nor school-day scheduling fit the working mother. Neither solves the pressing problem of child care for five-year-olds.

A chorus of concern from governors, legislatures, and the Ford Foundation

Potent groups had early childhood very much on their minds in 1989. The **National Governors' Association,** meeting in Little Rock, Arkansas, in February, reported that 35 governors in their

State of the State messages had stressed the need to improve children's services. The association's Task Force on Children specifically called for far-reaching prenatal care and immunization programs, and preschool and child care programs, especially for "at-risk" children.[28] In May, the **National Conference of State Legislatures** urged better coordination of preschool and child care programs, calling for an end to the widespread split that places early childhood services under departments of education and child care under departments of social services.[29]

Also in May, the **Ford Foundation** released a major study, *The Common Good: Social Welfare and the American Future*. Among other proposals, it recommended tripling Head Start to reach 900,000 more three- and four-year-olds and doubling the funds for WIC, the supplemental food program for Women, Infants and Children. The Foundation's conviction: "What good preschool child development programs do is help tilt the odds for poorer children away from failure and toward success." It hoped this report would start a national debate on "this country's social deficit." In August, the Foundation issued *Quality Preschool Programs: A Long-Term Social Investment*, prepared by High/Scope's David Weikart. Weikart warned against "direct instructional techniques" in preschool and explained that the most successful programs accept children at their developmental level, allow them to explore materials and interests on their own, and let them solve problems independently.[30]

The so-called **Education Summit Meeting** in Charlottesville, Virginia, in October with President Bush and all the nation's governors heard many voices backing expanded and improved early childhood programs. Unfortunately, only whispers were heard telling where the money would come from to do a good job.

Television — What kind of national schoolhouse?

"Sesame Street" turned 20. Birthday greetings poured in on "Sesame Street," born November 10, 1969. As it began its 21st year, the program had an estimated 14 million regular viewers in the U.S.A. and many more millions in 80 other countries. The Smithsonian's National Museum of American History marked the event with a special summertime exhibit, "Sesame Street, 1969–1989: The First 20 Years." The Academy of Television Arts and

Sciences gave "Sesame Street" two more Emmys—it had previously awarded the show 36! Joan Ganz Cooney, "Sesame Street" founder, was saluted as "Person of the Week" on the June 6 ABC "Evening News." Perhaps best of all, in 1989, nonprofit "Sesame Street" sold $56 million worth of licensed books, dolls, games, and other products, a major source of its support.

"Sesame Street" was involved in still another birthday, the arrival of Baby Gabriella, child of fix-it shop owners Luis and Maria. Maria's pregnancy on the show was evidence of how "Sesame Street" had broadened its original limited aims to teach three-, four-, and five-year-olds the alphabet and to count to 10. The 38 choppy episodes that made up the May 9 program dealing with Gabriella's birth, "brought to you by the letter B and the letter M," showed how much "Sesame Street" had stayed the same (although it now teaches counting up to 40).

1989 also brought "Sesame Street" a new complaint, that it actually failed to reach the most disadvantaged children in inner-city and rural slums, the children for whom it was intended.[51] Children's Television Workshop, which produces the show, announced a $1.2 million grant to the University of Kansas for a seven-year study of the program's reach and effectiveness.

Commercial television still irresponsible

Commercial television, too, came in for criticism. Through the past 20 years commercial television has not tried its hand at good programming for young children. It has left the field to public television, and PBS has been content (or forced by lack of resources) to rest on its laurels. A provocative proposal came from Senator Timothy E. Wirth (D-CO) that commercial broadcasters, in return for having virtually abandoned children's educational TV, be made to contribute money to public television. Also trying to jog matters along, Edward L. Palmer, former vice-president of the Children's Television Workshop, called for a federal investment of $65 million in children's television, the equivalent of $1.49 per child per year.[52]

Senator Daniel Inouye (D-HI) called commercial television's present children's schedule "rubbish;" Senator Albert Gore (D-TN) charged it with "strip-mining our children's minds;" others spoke of it as "a ghetto" and "a wasteland." These sharp comments came in testimony favoring a bill—discussed but not acted on—to limit ads on children's shows. How severe a cutback? A generous 10½ minutes of ads per hour on weekends and 12 minutes on weekdays was proposed. Since deregulation in 1984, the norm has been 12 to 14 minutes per hour. Deregulation blithely assumed that the market would regulate itself, a rosy hope never fulfilled.[55] In addition to distress over the proliferation of ads, many groups — The National PTA, American Psychological Association, and American Academy of Pediatrics — also worried about the impact of violent TV on children.

Sadly we say goodbye

On February 23, 1989, **Katharine Whiteside Taylor** died at her San Francisco home at age 91. In 1927, she founded the Children's Community in Berkeley, California, the fourth co-op nursery school in the United States. Inspirer of the co-op nursery school movement, she headed programs of parent participation nursery schools in the Berkeley, Oakland, Long Beach, Seattle, and Baltimore public schools. The idea has spread so that today many public schools throughout the country have parent participation nursery schools, using adult education funds for their support. To honor her, the first international headquarters of the co-op nursery school organization at Baie d'Urfe, Quebec, Canada, was named the Whiteside Taylor Centre for Cooperative Education. In 1960, Dr. Taylor was a founder of the American Council of Cooperative Preschools, now called Parent Cooperative Preschools International (PCPI).[54] Co-ops have faced difficult problems in recent years as mothers entering the labor force have no longer been available for participation. In 1989, however, several hundred schools were thriving in 32 states and seven Canadian provinces, and the parent participation idea, a co-op legacy, had become a fact of life in Head Start.

Among other 1989 deaths of major interest for the early childhood community: **Fran Allison**, age 81, of the much-loved 1940–1950 TV show, "Kukla, Fran and Ollie" . . . **Marcia Fochler,** age 58, recently elected NAEYC Board Member, past president of the California AEYC . . . **Michael Harrington,** age 61, political theorist whose 1961 book, *The Other America,* fed the awareness that resulted in Head Start and other War on Poverty programs . . . **Norma Law,** age 72, long at Wayne University, head of Early Childhood and the Child Study Centre at the University of British Columbia 1969 to 1978 . . . **Robert R. Sears,** age 80, director of the Iowa Child Welfare

Research Station 1942 to 1949, head of Psychology at Stanford University 1953 to his retirement in 1973.

1989 also marked the end of the 10-year grant of the Bush Foundation for **Centers in Child Development and Social Policy** at UNC-Chapel Hill, UM-Ann Arbor, UCLA, and Yale University. All four centers announced plans to continue parts of their work.

One "strange" small death, unusual enough to catch the attention of several national columnists and the weekly news magazines: the ending of its nursery school, founded in the early 1930s, by New York City's well-known Dalton School. The reason? Success! The nursery school had too many three-year-old applicants, over 200 for 34 openings.

A sidelight, occasioned by the passing of Katharine Taylor: In 1960 when she and Kenneth Wann, then a professor at Teachers College, Columbia University, led in forming the American Council of Cooperative Preschools, many (including this writer) saw this new group as a threat to the still-feeble National Association for Nursery Education. In 1989, NAEYC—over 72,000 members strong—felt unthreatened and gladly included in its 1989 Atlanta Annual Conference NASCD, NAHACCP, NOCDLS, ACCESS, NAECTE, MAFDC, NACCERA, SACCA, NCCCC, USNC-OMEP, MECA, and ACCCI. (There is no prize even if you can give the full names of these many early childhood associations. Sorry about that!) However, you should know the meaning of one set of initials involved in the Conference: *DAP.* This is truly becoming a password![38]

Appointments, celebrations, and other happy events

Cathy Grace, leader in the 1982 to 1986 struggle to get public kindergartens in Mississippi, was appointed the first executive director of the Southern Association on Children Under Six. SACUS, grown to more than 16,000 members in 13 states, held its 40th Annual Conference in 1989 . . . **NAEYC** marked the 25th anniversary of the change of its name from the National Association for Nursery Education and the change of its journal's name from *The Journal of Nursery Education* to *Young Children* . . . 1989 also marked the 25th anniversary of the awarding of the Caldecott Medal to ***Where The Wild Things Are*** by Maurice Sendak, over one million hardcover and two million paperbacks sold, and still selling . . . The widely respected ***New Yorker*** magazine (March 27) carried a glowing profile of Marian Wright Edelman and the Children's Defense Fund under the apt title, "A Sense of Urgency" . . . Always welcome, a new Spock book, ***Spock on Spock: A Memoir of Growing Up With the Century*** (1989, Pantheon) . . . another new arrival: the prestigious **National Commission on Children,** appointed by the President, the Speaker of the House, and the President pro tempore of the Senate, chaired by Senator John D. Rockefeller IV (D-WV), named "to develop a policy agenda to improve the opportunities for every American child to achieve her or his full potential and to enhance the capabilities of families to care for and nurture their children" . . . the **World Organization for Early Childhood Education (OMEP)** announced plans to convene its World Assembly and Congress in August 1992, probably in Indianapolis.

Rulings and regulations

Children and the law were entangled in various ways in 1989. The U.S. Supreme Court let stand a Fourth Circuit Court of Appeals decision that allowed Virginia to exempt church-run child care centers from the state's health and safety regulations. The ruling may have nationwide repercussions but was binding only in Virginia, Maryland, North and South Carolina, and West Virginia. . . . In 1987, 8.5 million taxpayers claimed a total of $3.5 billion in credits for child care. IRS suspected that many care providers, paid in cash, did not report their income. The Revenue Service announced that, beginning with 1989 tax filings, parents claiming a child care credit must provide the name and social security number of their day care provider. If enforced, the ruling could drive up the cost of child care. . . . The conviction of Joel Steinberg of first-degree manslaughter for the death of six-year-old Lisa Steinberg after a widely publicized trial focused public attention on child abuse. One pessimistic estimate from Dr. Richard Krugman of the Kempe National Center for Prevention of Child Abuse and Neglect in Denver: "There were five deaths a day from abuse before Lisa died, and five deaths a day ever since."[36] . . . Fremont, California, would have been the first U.S. city to provide free child care for all — infants, preschoolers, school-agers — *if* voters had approved a $12 per household tax and a 20% surcharge on business taxes. The voters said "No" to the daring proposal, 4 to 1. . . . Collections of child support payments reached a record $4.6 billion, the 13th annual increase since the start of the federal-state Child Support Enforcement Program.

Alar off apples

One specific health threat took many parents and teachers of the young by surprise in early 1989. The chemical Alar, used to keep apples on the tree longer and to improve their color and firmness, was identified in February by the Natural Resources Defense Council as a particular hazard for preschoolers. The Council noted that young children eat seven times more apples and applesauce than do adults, and drink 18 times more apple juice. According to the Council, this heavy consumption exposed young children to high danger of cancer. The Council claimed that the Environmental Protection Agency's standards for allowable pesticides, based primarily on adults, were inappropriate and inadequate. Many schools took apples off their menus; many homes took them off their shopping lists. Apple growers argued that the scare was out of all proportion, that only five percent of the growers ever used Alar and then only in three varieties: Red and Golden Delicious and McIntosh. The worry ended in June when sole producer Uniroyal Chemical Company stopped production and recalled all supplies of Alar. EPA then put a final cap on in November, banning Alar.

Reports from the states

Among a bevy of exciting state developments: **Florida** celebrated the 10th anniversary of PREP, its Primary Education Program, which requires districts to reduce K–3 class size, to identify "at-risk" children, and to emphasize individualized education. The 10-year cost was $1 billion, and seemingly well worth it. Florida also doubled, to $50 million, the state's funding of its pre-k program. . . . After two years of tryouts in 17 school districts, **Georgia** voted $20 million to expand its Special Instructional Assistance (SIA) program. SIA calls for reducing K–1 adult-child ratios, frequently 26 to 1, to 17 to 1. It also promotes more hands-on experiences for children and closer home-school relations. . . . **Rhode Island** voted $1 million for Project Early Start, a new program for disadvantaged infants and toddlers and their families, and increased its state contribution to Head Start, enabling it to serve 500 additional children. . . . **New York,** whose Governor Cuomo is committed to "The Decade of the Child," added $4 million for its extensive public program for fours. . . . **Indiana** voted $2 million for preschool "at-risk" youngsters.

Additional causes for joy: **Virginia** created a Council on Child Day Care and Early Childhood to coordinate child care, Head Start, and private programs and to identify needs and gaps. . . . **Minnesota** dedicated one penny of a 15-cent tax hike on cigarettes to establish a Children's Health Plan for uninsured one- to eight-year-olds. The Plan offers "a cornucopia" of preventive medical services, including unlimited free visits to doctors, but does not cover hospitalization. . . . Teachers in **New York City**'s publicly funded child care centers won pay parity with public school teachers holding the same credentials: $23,000 for starting teachers with B.A. degrees; $24,500 for those with an M.A. (In sharp contrast, the federal General Accounting Office compared the average take-home pay of elementary school teachers and full-time, full-year preschool teachers in 265 centers accredited by NAEYC's National Academy. The score: Elementary, $27,400; Preschool, $13,700.)

Accreditation steadily rising

Ranking very high in the "good news" department: The number of voluntarily accredited early childhood centers in NAEYC's National Academy of Early Childhood Programs continued to increase steadily, reaching more than 1,000 at the end of 1989. In addition, Missouri had accredited 75 centers in the state through its Voluntary Accreditation Program. Missouri announced that its Infant-Toddler Accreditation was to begin in early 1990, as was its School-Age Child Care Accreditation being developed cooperatively with the Missouri State Department of Education. The National Association for Family Day Care joined the ranks of accrediting organizations, setting up procedures "to provide professional recognition and distinction to family day care providers whose services represent the highest standards of quality child care." Just under way, NAFDC awarded 28 Certificates of Accreditation in 1989 to family day care homes in seven states, a drop in the bucket of the estimated several hundred thousand homes but a significant start.[87]

The news from the Council of Early Childhood Professional Recognition was also good: 600 attended the first CDA National Conference in Washington in July; a very impressive 26,649 CDA Credential Awards had been given since 1975, the first year of the program; and the CDA Credential is listed as a qualification in the child care regulations of 42 states and the District of Columbia.

Demographics and the health scene

The number of babies born in the United States continued the upward course started in 1977, with a 1% increase in 1987 and an estimated 2% rise in 1988. The reasons for the boomlet: not a rise in the fertility rate but in the number of women in their childbearing years, *and* a substantial increase in children born to women aged 30 and older (27% of all births) and in second or third children born to women 35 to 39 years old. In May, the Census Bureau counted 18.5 million children younger than five in the United States. The forecast for the future is a very slight increase in 1990 and then a shrinkage to about 16.8 million by the year 2000. 1988's children were spread throughout the country, from 2,381,000 under-fives in California to a mere 39,000 in Wyoming.

Other Census Bureau data with significance for children: The life expectancy of a White child born in 1986 was 75.4 years, up from 75.3; the prediction for Black children moved in the opposite direction, dropping from 69.7 in 1984 and 69.5 in 1985 to 69.4 in the latest year, 1986. . . . The number of single-parent households doubled from containing 12% of all children in 1970 to 24% in 1988. The number of out-of-wedlock births and of one-child families also increased. . . . There was a minuscule drop in the number of divorces, down to 1.178 million in 1986 from 1.190 million in 1985. Some population students, pointing out that divorce figures do not count the marriages that end in separation, estimated that two-thirds of all first marriages will be disrupted if present trends continue.[88]

How well does the U.S. treat its 18.5 million young children? Some fare well without doubt: healthy, in stable families, secure. But the many children dependent on the public's good will were in dire straits. Long years of heavy spending on the military, long years of an aversion to taxes for social services had taken a toll. "Depressing" is the only word to describe 1989 reports on children's health.

Three groups of young children, not heretofore in headlines, made news. An estimated 375,000 **"crack babies"**—children whose mothers had used drugs during pregnancy—were born, a three- to four-fold increase over 1985. The number of **young children with AIDS** in 1988 was double that in 1987, making that disease the ninth leading cause of death among one- to four-year-old children. The Centers for Disease Control added a new element to what it called "the dreadful statistical march of AIDS": the prediction that 3,000 infants would be born each year already infected with the AIDS virus, to be added to those who get the disease postnatally. **Fetal alcohol syndrome** (FAS) was the third new cause for concern. Fifty thousand babies are born each year to mothers drinking alcohol during pregnancy, unaware or uncaring that this can cause serious physical and mental problems for the unborn child. By one estimate, FAS is responsible for 20% of all cases of mental retardation.

A safe and accurate prenatal test for genetic defects, **chorionic villus sampling,** was announced in March in the *New England Journal of Medicine*. Its virtue is that testing can be done as early as eight weeks after conception, much sooner than is possible with amniocentesis, previously the only testing method available. This earlier testing can reassure many women at risk for having children with birth defects that all is well so they can continue their pregnancies untroubled. If the test indicates defects, it gives other mothers the option of a safer, simpler abortion.

Old health problems hung on to haunt us. The Centers for Disease Control reported the largest number of cases of **measles** since 1980. One explanation came from the National Association of Children's Hospitals and Related Institutions. It reported that more than 40% of under-fours have not had their basic immunizations.

Even a minuscule bit of good news had a worrisome flip side. Overall **infant mortality** decreased from 10.6 to 10.4 deaths per 1,000 (8.9 for White babies; 18.0 for Black infants), but a breakdown showed many state figures up rather than down. Fifteen states reported increases in infant mortality, with Native American babies in South Dakota leading: 27.5 deaths per 1,000 live births. Black infants in the District of Columbia were second in this grisly scoring at 24 deaths per 1,000, and infants born in poor rural counties died at a rate of 13.6 per 1,000. Worldwide, the U.S. ranked 18th in infant mortality.

Even more unsettling, the Fordham Institute for Innovation in

Social Policy released its broader measure of child well-being, the Index of Social Health for Children and Youth. This index combines six critical areas: infant mortality *plus* child abuse, children living in poverty, teen-age suicide, teen-age drug abuse, and high school dropouts in a scale running from 0 to 100. In 1970, when figures were first compiled, the index stood at 68. In the latest report the index plummeted to 37 (!), making 1987 "the worst year for children in two decades."

Another troubling report, this from the Mental Health Division of the Institute of Medicine: At least 12% and perhaps as many as 22% of America's children are mentally disturbed. Two major reasons are poverty and harsh child-raising methods. The division issued the familiar warning that quiet children with emotional troubles too frequently go unnoticed.

In other critical health areas, the number of children born with low birthweight increased. Births by 15- to 17-year-olds also increased, as did the percentage of children born prematurely. The two organizations whose studies spotlighted these problems — the Children's Defense Fund and the National Association of Children's Hospitals and Related Institutions — offered several explanations for our plight: poverty; too little or too late prenatal care; lack of health insurance (12 million children); inadequate Aid to Families with Dependent Children; inadequate funding of Medicaid and of the Supplemental Food Program for Women, Infants and Children.[39]

Poverty's harsh effects on children

The picture of poverty in the United States was no easier to look at. Headlines called the first-ever statewide report on the *Conditions of Children in California* "Shocking!"[40] The single most disturbing fact was that 1.78 million youngsters, birth to age 18, live in poverty. The percentage of poor children in the so-called "Golden State" increased from 15% in 1980 to 23% in 1989, and it is predicted that the situation will be worse by the year 2000. The study found, not surprisingly, that with poverty came more chronic medical needs than better-off children had, more emotional turmoil, more trouble with the law and in school — most of the poor children were two or more years behind educationally. State Superintendent of Public Instruction Honig summed up: "What's going on in California is shameful."

Regrettably, California was not unique. A similar analysis, *The State of the Child in Indiana,* found one in four Hoosier children living in poverty.[41] New York State also held a mirror up to its children and saw the same sad image. One forecast: 30% of New York's children will live in single-parent households in the coming decade and in 50% of these households the parent will not have graduated from high school. One certainty: Most of these children and most of these parents will be poor.[42]

Equally dismal reports came from two broader studies. The National League of Cities issued *Poverty in Cities.*[43] It found a growing concentration of urban poverty, a discouraging increase in the length of time a person remained poor, and a worrisome rise in the proportion of children in poverty. In the same vein, the House Select Committee on Children, Youth and Families found 22% of children under age six in poverty, the poorest segment of the U.S. population. Rep. George Miller (D-CA), Chairman of the Committee, warned: "They are locked in. We are launching millions of children on courses of failure."

A much-discussed 1988 book, *Within Our Reach: Breaking the Cycle of Disadvantage* by Lisbeth and Daniel Schorr, offered one proposal: Greatly expand Head Start's Parent and Child Centers for infants and toddlers — in 1989 there were only 37 PCC programs! — and fund Head Start itself so that it would reach five times as many three- and four-year-olds as it presently does.

The year brought forth three very concrete developments. First, the Ford Foundation and the Carnegie Corporation of New York donated $4 million to establish a **National Center for Children in Poverty.** Based at Columbia University's School of Public Health, the Center's charge was to publicize every known beneficial approach for disadvantaged children younger than six. Second, the Packard Foundation gave an initial $1 million grant, to be followed by annual $5 million gifts, to establish a **Center for the Future of Children** at Stanford University. The Center will promote the health and well-being of minority and economically disadvantaged children from prenatal life to age six or seven. Third, **Parent Action**, a new national organization speaking out for parents and children, was formed.[44] One of the founders of this move to mobilize parent power was Dr. T. Berry Brazelton, now retired from Harvard's School of Medicine and acting full-time as a public advocate for pro-child and pro-parent laws and policies. In its first year, Parent Action set up its headquarters in Chicago, a Government Affairs

Office in Washington, DC, and a network of state coordinators, and published two issues of its quarterly, *Parent Power*.

Head Start — Kind words and budget cuts

Head Start has been the most prominent remnant of the War on Poverty begun in 1965. Since its start in that year, the program has served 10,943,800 children, a very impressive figure. In 1988, it enrolled 448,464 youngsters (3% of them Asian, 4% Native American, 22% Hispanic, 33% White, and 38% Black). Ten percent of those served were five-year-olds; 62% fours, 25% three-year-olds, and 3% under age three. Very noteworthy: 13.3% of the Head Start enrollment were handicapped children. Other fascinating figures: In 1988, there were 10,842 Head Start programs. Community Action Agencies ran 35% of them, private nonprofit groups ran 28%, and 19% were administered by public schools.

As in the past, the program received many kind words. Undoubtedly the sweetest: "George Bush believes Head Start is a national treasure," according to Dr. Louis Sullivan, Secretary of Health and Human Services, and he should know. Although it was not the President's idea, an expanded, extended-hour Head Start was talked about in congressional hearings as one possible child care solution.

The realities of 1989 were not as rosy as the sweet talk, however. Head Start's budget was increased so it could add 95,000 children . . . but hold everything! On October 16, Gramm-Rudman "sequestration" became boss. Congress and the President could not agree on a balanced budget; automatic across-the-board cuts took effect. These cost Head Start $70 million. A balanced budget was finally worked out in mid-November, but the cuts remain in effect until February 1, 1990. For the year as a whole Head Start will probably grow, but very little. Despite everyone's love and kind words, it still reaches only about 20% of the fours who need it and very, very few younger children.

As it approached its 25th birthday, Head Start launched a new program, a Family Literacy Campaign to meet the high need for literacy development among Head Start families. It also tried to cope with new rules setting much higher standards for staff (a B.A. or A.A. degree in Early Childhood or a CDA credential) and putting a cap of 17 to 20 on class size for four- or five-year-olds. The recommended class size, incidentally, was higher than the limit set in

1965, and no "bargain" considering that Head Start is specifically for disadvantaged children.

Not everyone had kind words for Head Start. The conservative Heritage Foundation in its journal, *Policy Review*, carried a critique, "False Start? The Fleeting Gains of Head Start." As have others, it challenged the mix-up which, it claimed, credited Head Start ("a diverse locally run program which most children attend for a single year") with the gains made by High/Scope's Perry Preschool Project ("a quality preschool whose 58 children received special, in-depth programs over two years"). Some took the criticism as a call for more money for more and better early intervention, which was not exactly the authors' recommendation.

Beethoven Project fights the odds

After a year's operation, the country's single most comprehensive program for mothers and children, Chicago's Center for Successful Child Development, better known as the "Beethoven Project," came to one sobering conclusion about the immensity of the task of helping young children living in poverty. Even though generously funded by private foundations and federal, state, and local sources, the project was finding that "you cannot in five years undo all the damage that poverty and a lack of adequate housing have done." Because of the scope of its efforts, beginning with pregnant women in their first trimester, the center found itself so much in the spotlight that it had to say, in effect: "Thanks but no more visitors."[46]

It's a small world after all—Can we make it work?

The vivid instantaneous television reporting of events in China, the U.S.S.R., Europe, South Africa (and Lebanon, Afghanistan, Colombia, Israel—one could go on and on) made it clearer than ever that this world is one world. The future of today's young American children is inextricably tied to that of their mates the world over.

Unfortunately, many of those "mates" were not doing too well. The United Nation's Children's Fund (UNICEF) reported that half a million children—primarily in Asia, Africa, and Latin America—died last year because of worsening poverty in the developing countries. Sick and hungry neighbors do not make a "matey" world.

As much a cause for concern were warnings from a May U.N. Conference in Helsinki, representing 81 countries, that the threat to the Earth's ozone layer from chlorofluorocarbons was "an environmental time bomb."

There were bright spots in this global picture. In November the U.N. Assembly adopted an International *Convention* on the Rights of the Child. This action came 10 years after the U.N. had proclaimed 1979 as the International Year of the Child, and 30 years after children's rights were first introduced in a U.N. *Declaration*. The Convention must still be ratified by 20 countries before it becomes effective. Seemingly, these things take time. James P. Grant, Executive Director of UNICEF, told why: "Frankly, governments tend to treat children on a very low national priority, even though they use nice words" (*The New York Times*, November 21, 1989). But good steps forward, no matter how small or how slowly taken, are always welcome.

August 1989 saw a quite different development but one also holding promise for a better future. This step also took time — 12 years! Voyager 2, after sailing 4.5 billion miles, reached Neptune exactly according to plan, all 65,000 parts still working perfectly. The feat was compared to sinking a 2,260-mile golf putt! July 1989 marked another, and similar, significant date: the 20th anniversary of our first landing on the moon.

It is so trite to say it *but:* If we can land men on the moon . . . if we can fly to Neptune . . . can't we use our brains and wealth to build a better life for children here on Earth? So many simple things would help: parental leave legislation so mothers can be with their newborns or newly adopted babies without losing their jobs . . . reducing class size in kindergartens . . . extending early education to all fours, not only to those "at risk" . . . reaching threes, toddlers, and infants and their mothers with whatever help is needed so these very early years are nourishing . . . creating good child care that is affordable because it has public backing, not because teachers are underpaid. . . . Join me in *A Look at 1990*. We'll see how we met the challenge.

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6. *Tell the President: Your Family Matters*. Child Care Action Campaign, 99 Hudson St., New York, NY 10013.
7. *1988 Annual Report on the Minnesota Child Care System*. Resources for Child Caring, 450 N. Syndicate St., St. Paul, MN 55704.
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9. *Our Future and Our Only Hope*. National League of Cities, 1301 Pennsylvania Ave., N.W., Washington, DC 20004.
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35. *DAP = Developmentally Appropriate Practice in Early Childhood Programs Serving Children From Birth Through Age 8*, NAEYC's highly popular and influential book, more than 120,000 distributed.

36. Reported in Monterey Peninsula *The Herald*, December 20, 1988.

37. NAFDC, 815 15th St., N.W., Suite 928, Washington, DC 20005.

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43. National League of Cities, 1301 Pennsylvania Ave., N.W., Washington, DC 20004.
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(All dates are 1989 unless indicated.)

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A LOOK AT 1990

Is peace possible?

1990 began as a year of great hope. The Cold War was over. Aggression by the U.S.S.R. in Europe or elsewhere seemed unlikely. That once frightening giant, the so-called "evil empire," was wracked by ethnic dissensions, by strident demands for independence from many of its republics, and by a collapsing economic system.

The glue that had held the Warsaw Pact nations together had also become unstuck. The threat of aggressive forays by the pact was minuscule. Eastern Europe was totally involved in its own internal problems: ousting Communist party monopolies; building new multiparty governments; lurching toward freer and more competitive ways of doing business.

The vast expenditures on armaments of the many past years now seemed unnecessary. Political upheavals a wide ocean and thousands of miles away freed up money that now could be spent on children's needs and on other long-postponed, long under-nourished social programs. This was to be the glory of 1990: A "peace dividend" seemed at last possible.

Head Start stories

As it turned out, the initial big event of the year for young children didn't cost anything. On May 24, in the Rose Garden of the White House, President Bush hosted a party celebrating Head Start's Silver Anniversary — one of many parties throughout the country marking the program's 25th birthday. The cover story of *CDF Reports* (May) headlined: "Head Start — Celebrating 25 Years of Success." *Children Today* (May-June) and *Young Children* (September) both used dramatic Head Start posters as their covers.

Impressive statistics appeared in new stories. Most eye-catching was the total number of children served by Head Start since its 1965 beginning: 11,394,800! The most under-played figure: Year after year at least 11% and often as many as 13% of Head Start's enrollment were handicapped children.

Head Start has called itself a "child development program," rather than simply an educational effort. The success of its health component best illustrates this more comprehensive concern. Figures from 1985–86 were the latest available for the birthday bash: "99 percent of the children had complete medical screening and 98% of those identified as needing treatment received treatment . . . 98% completed all required immunizations . . . 96% of those needing dental treatment received treatment." [1]

Even more moving than statistics was a 54-page booklet, *Head Start Success Stories,* 77 anecdotes telling the impact of the program on children, on families and on communities.[2] Beyond question, Head Start opened up vistas for many individuals, to their great benefit and to the benefit of our country. The slogan of the birthday celebration was "Head Start: Building America's Future." The words were well chosen.

Changes over the years

Twenty-five years brought changes to Head Start. In 1990 only 8% of the enrollees were five-year-olds or older. Head Start had become largely a program for fours (65% of the enrollment) and threes (25%), a change which should call for smaller class size. To examine changes and to make recommendations, the National Head Start Association appointed an eighteen-member Silver Ribbon Panel which heard witnesses at Washington, Atlanta, and Phoenix meetings and received questionnaire replies from more than 1,400 Head Start parents and staff. Its report, released in May as part of the 25th Anniversary, bore a title worthy of the event: *Head Start; The Nation's Pride, A Nation's Challenge.*

The Silver Ribbon Panel made three main recommendations:

1) that investment in quality take precedence over expansion, with particular emphasis on improved staff compensation and training and technical assistance;
2) that quality programs be provided to all eligible three-to-five-year-olds by 1994 and to children younger than age three by the

year 2000, with full-day services available for those who need them; and

3) that stronger linkages be developed with other services in "the early childhood community."[3]

New year, same troubles for Head Start workers

Apart from all the birthday brouhaha, Head Start had a busy 1990. It was the subject of a second major report, this by a national advisory panel looking at how Head Start could best be evaluated. **Its main recommendation:** a variety of smaller studies throughout the 1990s, targeting specific services and their impact on the diversity of families in Head Start, rather than one overall look at the program as a whole.[4]

While all this was going on, Head Start was serving 488,470 children, the largest number in the past 20 years. There was no great change in the ethnic composition: 4% Native American, 22% Hispanic, 38% Black, 33% White, and 3% Asian children.

Unfortunately, there was also no major change in the pay for working in Head Start. According to the National Head Start Association the average Head Start salary was $11,859, ranging from a high in Michigan of $16,926 to a low in Mississippi of $7,863. In contrast: The NEA announced that in 1990 for the first time the average public school salary topped $30,000. The range in average salaries: the lowest, $21,300, in South Dakota to $48,153 in Alaska.

Budgets — Better news

Dipping into the "peace dividend" could not be avoided when it was budget time for Head Start. Most observers felt that the popular program made out very well.

President Bush signed legislation with two appealing qualities: a four-year extension of the program to 1994; *and* enough money authorized to include every eligible three-, four-, and five-year-old by the end of 1994. Opening up the gates so wide was a major expansion of the meager 20% now being served. (A caveat is in order, however. The "major expansion" will take place if funds are actually appropriated when the years come around.) Funds were also authorized for Parent and Child Centers serving the under-three age; for a

Follow Through Program into the primary grades; for CDA scholarships, Even Start and for Comprehensive Child Development Centers. The overall authorization: a very impressive $20 billion! Those who know legislation vocabulary, however, are aware of the difference between "authorization" and "appropriation." Head Start's 1991 authorization was $2.238 billion; its actual appropriation: $1.952 billion (but still a gain over 1990).

The Council for Early Childhood Professional Recognition lost some money in this authorization-appropriation game, despite its good record of 35,000 CDAs credentialed since the start of the program to the end of 1990. The Comprehensive Centers also lost a little. But considering our budget mess, America's love affair with Head Start paid off. The "peace dividend" was not as large as hoped for, but at least a little more cash went to Head Start children.

Legislation

Two additional aspects to the legislation: Head Start was authorized to offer full-day full-year service (assuming funds could be spread that far), a recognition of the pressing need for child care. The law also required Head Start for 1994 to have at least one teacher in every group who had a CDA or equivalent credential — not exactly an over-bearing demand on a program serving disadvantaged children.

The legislation also included matters which will help the home-living of Head Start youngsters. The Earned Income Tax Credit was increased, a source of additional support for low-income working families. A tax credit for young children's health expenses was added, a great benefit when families of the young are not covered by Medicaid.

The "peace dividend" was again a reason for hope when funding for child care came before Congress. Here, however, matters were "iffy." Child care had no anniversary celebration to cast a glow on it. And as 1990 moved along, many other demands for cash — bailing the country out of the S & L mess, coping with our huge budget deficit — captured more and more attention. The "peace dividend" began to seem smaller and smaller.

Statistics and other startling facts

There was no question about the need for child care. Facts from every angle made that case.

A 1990 Census Report put the number of children under age five in day care at 9.1 million.

The National Academy of Sciences estimated that 70% of preschoolers would have mothers in the labor force by the turn of the century.

Another Census Report told that working mothers spent about $15.5 billion on child care in 1987. The bad news: The cost was going steadily up, the quality of service was not.

The Children's Defense Fund estimated that half of the preschoolers whose mothers were working were cared for in family day care homes. The hitch: The homes responsible for three-quarters of these children were exempt from all state licensing. A special danger: Many of the children in these unlicensed homes were infants and toddlers, the most vulnerable ages.[5]

The number of children in child care centers has almost doubled since 1977. In 1990, 25% of those whose mothers were on jobs were in groups. The hitch here: The July *Working Woman* magazine listed day care worker as one of America's "Ten Worst Jobs" — not because the children are difficult, but because the working conditions are — low salaries, no perks.

The most devastating fact came from the highly respected National Academy of Sciences. In a 347 page report, *Who Cares for America's Children?* It called for *$5 billion* to *$10 billion* a year to improve "the nation's inadequate child care services."[6]

Peace is threatened — so is child care bill

Congress knew most of the facts and was working on the problem. Unfortunately, it was a very difficult problem!

The Senate had passed a child care bill in the summer of 1989. Two House committees, each with its own version, argued with each other through much of 1989 and well into 1990. Should standards be required? Should vouchers be used? Should money go to church-run centers? What part should the public schools play? Would tax credits for working parents do the trick? The committees met and talked but, as *New York Times* columnist Anna Quindlen put it on March 18: "The child care bill has been moving as slowly as a 3-year-old putting on its own clothes."

Child advocates tried to speed things up. Other interests worked as hard to derail the process. One example from conservative columnist James J. Kilpatrick: "The fact is that the children who would be affected by the bills are now being cared for — somehow. They are not lying unattended in city streets or country roads . . . (When we talk about child care bills) we are talking about a real budget-buster . . . and a kind of statism that is profoundly disturbing."

Finally — (the word should be written in caps: FINALLY) — on March 30 the House passed a child care bill. The next step was for House and Senate conferees to iron out their differences and to take into account what the President would and would not veto. The conferees held their first meeting on June 7. Obviously the three-year-old pace still prevailed.

While the conferees were meeting, national attention shifted to other problems. Then — the last thing anyone needed! — on August 2 Saddam Hussein invaded Kuwait. The "peace dividend" seemed to go along with American troops and equipment as they began the United Nations defense of Saudi Arabia. Few could quarrel with the chief of the Washington Bureau of my local newspaper whose lead was: "Hopes for Child Care Bill Not Good."

But miracles do happen . . .

Out of the "Budget Summit," out of the Presidential-Congressional quarrels, a child care bill did emerge! And one many people liked. The *Washington Post* headlined its story: "Inside the "Deficit Reduction Package a Hidden Domestic Pot of Gold." The Children's Defense Fund was ecstatic: "Children Won! This is a milestone in the evolution of a permanent and powerful national children's movement." NAEYC in its fall *Early Childhood Advocate* described the bill as "historic legislation." The *Los Angeles Times*, October 30, was more restrained: "Child Care Takes First Baby Steps." All agreed: The emergence of the first child care legislation since President Nixon's veto in 1971 was a very pleasing surprise — as if peace had begun to pay off.

A closer look

The specific child care elements came in two parts. One was a $1.5 billion grant increasing direct services to poor families through Title IV of the Social Security Act — a welcome, much needed addition for programs for those on welfare, but not a new policy. The second part was a clear departure from past practice: a $2.5 billion Child Care and Development Grant. Most of this money was for child care for "the working poor." The remaining 25% was to be used for school-age care and early childhood development programs, and for quality improvements to all the programs.

The Block Grant had other notable features:

1) It required states to designate a lead agency to direct the child care program.
2) It required states to set health and safety child care standards.
3) It allowed eligible families to choose any licensed provider: Head Start, churches, schools, family day care.

Many questions are left unanswered, of course. Will the differences between the Block Grant and the Title IV grant cause trouble in Congress? Will the 25% share of the Block Grant really lead to quality improvement? Most provocative: This bill is unique in providing child care for the working poor. But financial help in getting good child care is needed by all income levels. Is this bill a foot in the door for quality child care for everyone?

International conferences for children's issues

Another major event of the year focusing on the young, like Head Start's birthday party, may also turn out not to cost the United States a penny, but if that is the outcome, it will be a shame.

On September 29 and 30 the United Nations convened the World Summit for Children. The idea originated with the leaders of Egypt, Mali, Mexico, Pakistan, Sweden and Canada (whose Prime Minister, Brian Mulroney, later chaired the meetings). The heads of more than 70 nations attended the Summit, a truly impressive count, the largest number of kings, presidents and prime ministers ever to come together for one gathering.

In preparation for the meeting the United Nations Children's Fund, UNICEF, had publicized statistics on the health and education of the world's children, figures distressing beyond words. The overall picture: Every day, day after day, tens of thousands of children die from such preventable diseases as measles, whooping cough, tetanus, pneumonia, and diarrheal dehydration. Millions who survive then face hunger and malnutrition, lifelong illiteracy, and hazardous working conditions.

Each head of state was allowed to speak for four minutes. Presidents, prime ministers and kings used their time to talk about the human condition. Japan, for example, reported that it had slashed its infant mortality rate to 5 deaths per 1,000 live births. The President of Mozambique acknowledged that the rate in his country, 159 per 1,000, ranked among the worst in the world.

It had been anticipated that the spotlight would focus on children in the developing countries. There were, to be sure, reports on child prostitution, child labor, and child warriors in several of the poorer countries. Thanks to the insistence of Canada and Sweden, however, the problems of growing up in the industrialized world were also discussed. The dismal U.S. figures on infant mortality — we rank 18th in the world! — became a part of the record, as well as the fact that one out of every four of our children lives in poverty.

Goals

The summit's closing Declaration committed governments by the year 2000:

1) to reduce child mortality below age five by one-third;
2) to cut mortality rates of mothers in childbirth by one-half;
3) to reduce malnutrition among children under five by one-half;
4) to assure universal access to safe drinking water and septic systems;
5) to provide universal access to basic education; and
6) to protect children in dangerous situations.

Obviously, all plans to help children cost money. UNICEF estimated that most of the world's children could be saved, at least from early death and malnutrition, for $2.5 billion a year. To bring this big figure down to earth UNICEF publicized its ten-cent sachets of oral rehydration salts which can end deaths from diarrhea, and its vaccines to fully immunize a child, which cost only $1.50.

There had been concern that the U.S. might abstain from signing the final declaration. Three obstacles were thought to stand in the way:

1) a clause opposing the death penalty for children under age 18;
2) the absence of any anti-abortion wording; and
3) the inclusion of a strong plug for the International Convention on the Rights of the Child (which we have not signed, although 108 other countries have). In the end, however, the United States did put its John Hancock on the dotted line.

Making time count

Three organizations much involved in all the problems — the National Center for Children in Poverty, the National Commission to Prevent Infant Mortality, and the Children's Defense Fund — worried that the Summit might add up to "no more than two days of well-intentioned talk." UNICEF was also worried. It told the delegates that, during just the two days of the meetings, 2,800 children worldwide had died of whooping cough; 6,000 from measles; 4,000 from tetanus; 5,500 from malaria; 12,000 from pneumonia; 22,000 from diarrhea — all preventable diseases.[7]

Family and medical leaves get thumbs down

A third happening of significance for young children clearly would not cost the government one red cent. A veto by President Bush saw to that.

The House of Representatives in May and the Senate in June passed the Family and Medical Leave Act. The legislation was not hugely generous. It required employers of 50 or more to grant workers up to three months of *unpaid* leave to care for a newborn or newly adopted child, or an ill child, or ill family member. In contrast, Japan and Germany guarantee workers three months of *paid* leave, with the option of additional unpaid time-off. The U.S. is the only industrialized nation, with the exception of South Africa, which has no family leave legislation.

411

Main sponsor of the bill in the House was Patricia Schroeder (D-CO) who had been introducing family leave measures since 1985. In 1990 there was reason for her to feel optimistic. The votes in favor were one-sided: 237 to 187 in the House, with approval by a voice vote in the Senate. Polls showed strong popular support. The changed population in the workplace made the need evident; more than 70% of women 20 to 54 years old were working outside the home. Child development specialists stressed the significance of close early relationships between mothers and their infants. Most encouraging: President Bush had promised during his campaign: "We need to assure that women don't have to worry about getting their jobs back after having a child or caring for a sick child."

Clearly, this looked like a bill President Bush would like. Unfortunately, his other enthusiasms took over. The President gave lip-service to the general idea of maternal leave but vetoed the bill. He hoped that family and medical leaves could come about voluntarily, without government mandates.

A very minor gain

President Bush did not veto one other bill benefitting young children. He simply held his nose, letting it become law without his signature. The bill, while useful, is no giant step on children's behalf. It limits TV commercials to 10½ minutes per hour on weekends and to 12 minutes on weekdays, almost the same limitations that had prevailed prior to 1984 when time-restraints were removed. But even regaining lost ground did not come easy. Peggy Charen, President of Action for Children's Television (ACT), and Representative Edward J. Markey (D-MA) led the fight, aided by many pro-child groups. In the end even the National Association of Broadcasters did not object, stung perhaps by criticism such as the *New York Times* editorial (September 15): "Television may be a vast wasteland for adults but to children it is a relentless commercial."

The bill requires the Federal Communications Commission to look critically at programs based on popular toys which, in effect, turn shows into "program-length commercials." It also directs the agency, when a station's license comes up for renewal, to determine how well the station has served the educational needs of children. This requirement is vague but exceedingly important. Limitations on the amount of commercials do matter, but the content and substance of the programs are incomparably more significant. TV's greatest failure is that it serves up to its young audience constant pap and pop and bop.

Friends of children

Since 1986 the Association for Childhood Education International (ACEI) has followed the attractive practice of giving a "Friends of Children Award" at its national conference to a non-member. In light of the World Summit for Children, the 1990 Award at the Association's April meeting was a very happy choice: to **Audrey Hepburn** who has traveled throughout the world as Special Ambassador and Goodwill Ambassador for UNICEF. Previous recipients: 1986, **Fred Rogers** of "Mister Rogers' Neighborhood"; 1987, **Bob Keeshan,** "Captain Kangaroo"; 1988, **Candy Lightner,** founder of MADD; 1989, **John Walsh,** host of TV's "America's Most Wanted."

"Peanuts" (and other friends) had the most widely celebrated birthday of the year — their 40th. The party began early, in Paris in January. At a special ceremony creator Charles Schulz was given one of France's highest awards, Commander of Arts and Letters, and many of his original drawings were displayed in a wing of the Louvre. (One can only say, "Good grief!" about that.) "Peanuts'" actual birthday was October 2, 1950 when the comic strip made its debut in seven (!) newspapers. In 1990 Snoopy, Linus, Lucy, Charlie Brown, Schroeder, et al. appear daily in 2,300 papers in 58 countries with an estimated 68 million readers.

Other happy events

High/Scope Educational Research Foundation marked its 20th year of operation, celebrating with a May Conference in Ypsilanti. (6). . . . "Mister Rogers' Neighborhood" was honored by PBS with a one-hour special in March, noting Fred Rogers' 35 years in children's television and his 25 years with PBS. Called "TV's soft-spoken neighbor," Mr. Rogers has the longest running show on public TV, seen in 1990 in an estimated seven million homes. . . . A New Haven, Connecticut Head Start Center was named in honor of **Edward Zigler,** to mark his contribution to the founding of Head Start. . . . **Marilyn M. Smith,** NAEYC's Executive Director, was feted at the Association's Washington November National Conference, marking her 20 years of service covering a span when NAEYC membership grew from 17,500 to 75,000, with new programs and activities and influence to match. . . . Another well-earned fete: The Virginia General Assembly marked October 22 each year as an "Official Day of Recognition for Early Childhood and Day Care Providers and Professionals."

A point worth making

Credit for 1990's cleverest idea goes to the **Child Care Employee Project** which developed a "Full Cost of Care Invoice" to be sent to parents during the Week of the Young Child. Some of the key headings: "Full cost if teachers earned a living wage" . . . "Amount subsidized by child care teachers through low wages" . . . "Amount you pay."[8]

Pursuing the same point, Senator Kennedy (D-MA) asked the General Accounting Office (P.O. Box 6015, Gaithersburg, MD 20877) to investigate "What Are the Costs of High-Quality Programs?" (You can get one free copy if you want.) GAO surveyed 265 members of NAEYC's National Academy serving fours in full-day, full-year programs, presumably the country's best. The average cost per child: $4,800 — a bargain if ever there was one! But one with a simple explanation. Teaching salaries are 74% of personnel costs, and the average annual salary was about $14,100 — again, a bargain if ever there was one.

The year's nastiest news

One-quarter of 1,000 Chicago inner-city middle school and high school students surveyed said that they had seen someone killed; 35% had witnessed a stabbing and 39% a shooting. While in New York City a company began marketing bullet-resistant vests for children. The demand: a rash of random gunshot killings of youngsters. The price: $250 to $600.

Some sad news

Death claimed several workers influential in the early childhood field. The youngest: **Jim Henson** died at age 53, suddenly, of a massive bacterial infection — puppeteer extraordinaire, creator of such well-loved "Sesame Street" denizens as Kermit, Oscar the Grouch, and Big Bird. . . . **Florence M. Foster,** 66. Among her many services: Editor of the New Jersey AEYC's top-flight newsletter, *Young World,* from 1962 to 1987 and head of the CDA program at Trenton State (NJ) from 1978 to 1987. . . . **Clare Cherry** of California, 70, lively teacher of teachers and widely read author. . . . **Bess Goodykoontz,** 95, long-time key official in the U.S. Office of Education, active in ACEI and NAEYC, at one time President of OMEP, the World Organization for Early Childhood Education. . . . **Milton Senn,** 88, director for 18 years of the Yale Child Study Center succeeding Arnold Gesell, a pediatrician and activist, one of the founders of the Children's Defense Fund. His last book (Yale University Press, 1977), *Speaking Out for America's Children,* debunked the myth of America as a "child-oriented society." . . . Two psychologists, often centers of controversy, both died at age 86: **Bruno Bettelheim,** specialist in the treatment of disturbed children, author of *Love Is Not Enough* and *The Uses of Enchantment,* a study of fairy tales, among other books. . . . **B.F. Skinner,** Harvard experimental animal psychologist and behavior modification specialist. His theories led many classrooms to become less sensitive and to put over-reliance on rewards and punishments. . . . **John Bowlby,** 83, British psychiatrist, whose emphasis on the importance of warm early relationships for the development of trust greatly humanized the ways parents and teachers got along with children. His best known book, the brief, excellent *Child Care and the Growth of Love* (1965).

A sad ending for all concerned

A sad tale of hurt people came to an end in July 1990 when the case of The People v. Raymond Buckey was dismissed and the defendant discharged. The beginnings go back to August 1983 when a mother reported to the police that her two-and-a-half-year-old son had been molested. In March 1984 seven staff members of the McMartin Preschool in Manhattan Beach, California were indicted, charged with 208 instances of sexual abuse at the school over a ten year period. The magnitude of the case and the dramatic nature of some of the charges made nationwide headlines. As often happens, the story led to a rash of reports of abuse in child care centers elsewhere. Charges against five of the seven staff members were later dropped. In April 1987 Peggy McMartin Buckey, owner of the preschool, and her son, Raymond, were finally brought to trial. After the longest criminal case in U.S. history, both were acquitted in January 1990. Raymond, however, was retried on some additional charges. In July the jury "hopelessly and irreversibly" deadlocked. After seven years, the McMartin Preschool case was finally ended.

Time, August 6, summarized the story well: "Nobody won but quite a few people lost." The preschool was, of course, closed. Raymond Buckey, lacking bail, had spent five of the seven years in jail. The McMartins planned million-dollar suits against the county, Manhattan Beach, the original district attorney and others. Many parents remained persuaded that their children had indeed been victims, despite the conclusions of two juries. Only one outcome was clear-cut: A developer planned a three-story office building on the site where the now-demolished McMartin Preschool had stood.

Two general questions remained without good answers. How can young children in groups best be protected from abuse? Probably no way comes with a 100% guarantee, but the most promising answer, hardly a surprise: Each group of children must have a well-paid, professionally trained staff with skilled professional supervision. Answers to the second question are more difficult to find: What are appropriate ways of getting realistic testimony from young children, when incidents of abuse are alleged?

New terminology

Two useful terms gained prominence in 1990. **The first:** *child advocate*—a good appellation for professionals who know they have to take stands on behalf of children in city hall, the state legislature, in the halls of Congress and in the President's oval office, as well as in their classrooms. NAEYC began publication of *The Early Childhood Advocate*, a quarterly newsletter from its Public Affairs Division. The Southern Association on Children Under Six, SACUS, began publication of *SACUS Reporter*, highlighting in its first issue the work of the SACUS Public Policy Council, "A Busy Advocate in the South."

In line with this sharper focus on public issues, the Governing Boards of both organizations and the Association for Childhood Education International issued several "position papers," the official stands on various critical questions. ACEI's 1990 paper, "The Child's Right to the Expressive Arts: Nurturing the Imagination as Well as the Intellect," appeared in the summer *Childhood Education*. *SACUS* spoke out on three questions: "Developmentally Appropriate Assessment," "Continuity of Learning for Four- to Seven-Year-Olds," and "Employer-Sponsored Child Care."[9] The NAEYC Board issued three position papers: "On Media Violence in Children's Lives," "On School Readiness," and "On Guidelines for Compensation of Early Childhood Professionals."[10]

The second 1990 contribution to terminology did not have the wide currency of "child advocate" and is not a sure bet to become a part of the field's everyday language. It was, however, a creative effort to find a word that says well what all workers with young children do. The originator: Bettye Caldwell. The term: *educare*. Dr. Caldwell's point: "What is our field anyway? Early childhood education? Day care? Child care? Preschool? Nursery school? Kindergarten? Pre-kindergarten? We need a term that embraces the broad array of services we all provide. I propose the term *educare*. It will be a good day for young children when no program pretends to exist without providing both education and care. . . ."[11] A personal reaction: The word feels awkward on my tongue but the idea rings great bells in my head and heart.

Documents of magnitude

The National Education Association issued a very significant policy statement in 1990: "Early Childhood Education and the Public Schools." Its importance: The NEA is education's largest (1,600,800 members) and oldest (1857) organization. The heart of the NEA position: "Public schools should be a primary provider of high-quality early childhood education programs designed to serve students ages three to eight." A further statement: "The Association urges states to mandate the availability of early childhood education programs in the public schools for all three- and four-year-olds" — a mind-boggling proposal. So, too, is NEA's acceptance of the fact that many of today's families need full-day programs, and its advocacy that day care and education be integrated. The statement does not go into curriculum details but does, at several points, acknowledge the importance of NAEYC's "developmentally appropriate practices."[12]

The NEA lists seven reasons for taking its dramatic, new positions. In addition to standard points supporting the importance of universal free public schools, it stresses two arguments with special relevance to early education: "Programs offered by the public schools are regularly and publicly accountable" and "The public school work force is the most stable and highly credentialled work force. . . ."

It is unlikely that states and communities will quickly implement NEA's suggestions. Some forward movement goes on each year, however. **The big 1990 step:** Tulsa, Oklahoma public schools announced plans for 1991 for full-day care for preschool children and before- and after-school programs for school-age youngsters. The idea is based on Edward Zigler's concept of "the school of the 21st century." If carried out, Tulsa will have the country's most extensive city-wide system of school-based child care.[13]

Comparisons

NEA's positions may well cause discomfort to the private providers who are today so important in the "educare" of three- and four-year-olds. However startling the NEA positions may sound to some in the United States, to much of the world its "forward-looking" proposals seem old-hat. This was apparent from the study published by High/Scope Educational Research Foundation reporting on early childhood in 14 developed and developing countries. **Some findings:** In Belgium, all four- and 95% of three-year-olds are in public schools; in Italy 87% of 3-to-5-year-olds are in school; and the figures from Spain, Hong Kong and (West) Germany are almost identical. More detailed studies in these countries and the other countries in the study are underway, but the conclusion of Patricia Olmsted, editor of the report, seems gently put: "The United States has a long way to go to give children equal early childhood opportunities."[14]

A similar comment came from a French early childhood official comparing the experiences of young children and infants in her country with their American counterparts. She found our provisions for children and services to parents "incredible for a large, rich country." Some of the reasons for her amazement: France ranks fourth in infant mortality, the U.S. 18th; France allows maternal leave *with pay* six weeks before the birth of a child and continues for 10 weeks after delivery; France provides free schooling reaching 98% of its 3-to-5-year olds; French preschool teachers hold the equivalent of an M.A. degree in early childhood; France offers students of preschool education free college tuition and a stipend, in return for a pledge to teach for five years. Solange Passaris, counselor on early childhood and motherhood to the French Ministry of Health and Social Protection, was very blunt: "(What you do) is crazy! Why don't you change it?" [15]

Taking a stand for quality

A second major educational organization also issued a significant 1990 document about early education. The National Association of Elementary School Principals, NAESP, published 28 guidelines, "quality standards," sensitively dealing with everyday questions about schooling for children ages three to eight. This report is especially welcome since few principals have had the need or the chance to become informed about early education. As fives pour into schools, followed each year by more and more fours (and with threes sure to come in the not-too-distant future), the understanding and constructive leadership of the principal become crucial.

NAESP argues against letter grades for young children, against retention, against standardized tests. It plugs providing ample time for children to work on their own or in small groups, rather than always in the large group as a whole, and stresses the importance of right class size. Its recommendations: two adults for 20 three- to five-year-olds (which is no bargain for threes or fours) and one adult for 15 six- to eight-year-olds.[16]

Cooperation — Collaborating on behalf of young children

Still another important organization involved itself intimately in early education in 1990. The Southern Association of Colleges and Schools, SACS, is one of six regional bodies which accredit public and private schools and colleges. SACS' bailiwick: 11 southern states. Aware of the growing numbers of three- to five-year-olds in public schools, worried because its own procedures were not geared to this younger age group, SACS suggested to NAEYC a cooperative effort merging its standards with those of the National

Academy of Early Childhood Programs. Meetings between a SACS Task Force on Early Childhood and members of the Academy staff led to a pilot project for 1990 involving one public school serving fours and fives in each of the SACS states. Two possible offshoots from this effort: a strengthening of early childhood teacher-training programs in the southern states; and the possibility that some of the five other regional accreditation agencies may follow SACS' lead.[17]

Children's health — Good news and bad

First the good news about the health of America's children. The Harvard Injury Prevention Center found a 30% drop in traffic accident deaths for infants and a 39% drop for toddlers, now that all 50 states require child safety seats in autos. The result: a saving of 160 lives annually. Another item on the plus side: Infant mortality dropped two-tenths of a percent from 9.9 per 1,000 live births in 1988 to 9.7 in 1989.

And now for the bad news: There is very little other good news![18]

And even the "goods news" had blemishes. The worst: The mortality rate for Black newborns is about twice the rate of infant deaths among Whites. And despite that "fabulous" .2% drop reported above, about 40,000 American babies still die shortly after birth each year.

Other not-such-good news: A 10% increase, 1989 over 1988, in incidents of child abuse, a total of 2.4 million according to the National Committee for the Prevention of Child Abuse. The Committee also reported more than 1,200 deaths from neglect or abuse, a 38% increase.

More sad news: 375,000 children are born each year exposed to cocaine, this estimate from the National Institute on Drug Abuse. The cost of providing health care and other developmental services for these children was estimated by the Department of Health and Human Services to be about $1.5 billion.

And still more trouble: Measles broke out in 25 states, a shocking development because the illness is preventable. The Centers for Disease Control, using very restrained language, called 1990 "a rather extraordinary year" of measles outbreaks. Health officials in many cities were more direct. They spoke of "measles epidemics." Even CDC expected to see 25,000 cases in 1990 and more than one hundred deaths. Those most at risk: unvaccinated infants and preschoolers.

One part of the 1990 measles story: CDC, starved by two administrations for funds for childhood immunizations, was as broke by May as some of the poor parents it was intended to serve, and therefore was unable to funnel cash to state and local health agencies for immunizations for children whose parents cannot afford private care. One positive note: Despite the budget crunch, Congress increased the 1991 allotment for immunizations to $205 million.

Reducing infant deaths

Infant mortality at least got the spotlight in 1990, if nothing else. A Task Force on Infant Mortality, appointed by the White House, prepared a report listing all the services known to reduce infant mortality. It totalled up the bill for making these services a reality over a four-year period: $800 million. The Task Force said, rightly: "Infant deaths and disability are not intractable problems." Getting $800 million from this administration for this kind of work may be intractable.

A second approach: The American College of Obstetricians and Gynecologists began a major study "to find out why our babies are dying." Dr. Ezra C. Davidson, Jr., President of the College, and his colleagues were puzzled: "We spend more than half-a-trillion dollars a year on health care and our hospitals are the best in the world." Yet, our high infant mortality persists. Why? The College hoped to find out and do something about it.

Thirdly, CDC's National Center for Health Statistics undertook to tackle the problem of infant mortality from its special angle. Statisticians had become aware that Mexican-American women, although receiving poorer prenatal care than either Black or White mothers, had a better infant mortality rate. Why? And if there is some secret, can it be duplicated?

Special help for at-risk children

A solid advance came from the first large-scale study of low birthweight babies, those weighing five-and-a-half pounds or less. Approximately 250,000 such children are born each year, about 7% of all births. Typically low birthweight infants have been at risk for developmental delays and medical complications in infancy; later they tended to score lower on intelligence tests and to be more prone to behavior problems.

Funded in large part by the Robert Wood Johnson Foundation, a four-year $33 million study divided 985 low-weight babies in nine cities into two groups. One received special help: home visits and individual parent conferences plus group meetings with parents every two weeks from birth on. In addition, at age one the children were enrolled in an enriched early childhood group. The second group of parents and children received no special attention. At age three the helped-group had substantially higher scores on intelligence tests and better social functioning. The babies in the control group were more likely to be retarded. In the words of one research worker: "These were not little differences. They were major improvements." The observation of another researcher: "We have been told so often that you can't solve problems by throwing money at them. Here is an instance where, if we throw money at this problem in a certain way we can make healthier children, have better citizens and a better society." [19]

Money makes a difference

Throwing money at problems proved to be a smart thing to do in two other situations. The Department of Agriculture reported that mothers who took part in its program of Supplemental Food for Women, Infants and Children, WIC, had healthier babies and, as a result, cost the government much less in later Medicaid bills.

In New York City, a study of 900 children in Giant Step, a city-run program for low-income four-year-olds was paying off in improved cognitive abilities and social skills and especially in parents' confidence in their children. "Over 80% expected their child to do well in school . . . a majority thought their child should go to college." The gains were attributed in part to a well-trained and well-paid staff, and to the involvement of parents in the classrooms.[20]

Poverty rages on

Young children won one dubious honor in 1990: They were the poorest of any age group! Twenty-three percent — about five million children under age six — lived in poverty, more than double the number of poor adults. Their wretched living touched all groups and all parts of the country, but not evenly. According to figures from Columbia University's National Center for Children in Poverty: 48% of Black children were poor; 42% of young Hispanics; 29% of other minority youngsters; 13% of Whites; 46% of children in urban areas; 28% in suburbs, and 20% in rural settings. Children in single-parent families were the largest group in poverty, hardly a surprise. It was surprising that two-fifths of poor children under the age of six lived in two-parent families, and that half came from families with at least one parent in the work force. The overall conclusion: "Starting life poor often relegates a child to a lifetime of struggle, to high rates of school failure, dropouts, delinquency, early childbearing . . .". The report recommended a series of ways to break the poverty cycle, to prevent the human waste and the later social cost, but guess what? All the ways cost money.[21]

An almost identical warning came from the National Commission on Children, established by Congress in 1987, chaired by Senator John D. Rockefeller 4th (D-WV). In an interim report, following a series of public meetings, the Commission said flatly: "Childhood poverty, more than any other factor, places young Americans at risk." Commission members heard countless stories of children's personal tragedies and warned: "These individual tales all add up to a staggering national tragedy." One Commission member well-known to early childhood people, T. Berry Brazelton, was very specific: "These kids are going to cost us billions. They are going to be the terrorists of the future." [22]

Population issues

Rich and poor, young and old, this planet has a lot of people living on it. The United Nations Population Fund estimated our total humans at 5.3 billion in mid-1990. It warned that the decade of the 1990s could be a span of skyrocketing growth. Its prediction: Unless birth control becomes more available, population will increase each year of the 1990s by 100 million people, adding the equivalent of an extra China to our earth in the decade.

Two other world groups, the U.N. Environmental Program and the U.N. Children's Fund warned in June that "the earth is staggering under the triple threats of global warming, ozone depletion, and the rapid loss of biological diversity. Ironically, their report was issued at a conference in Mexico City on a day when the lead content in the air of the city hit 40% higher than the maximum permissible level.

One note of cheer: In November 135 nations met in Geneva for a 10-day World Climate Conference called by the U.N. The conference adopted a resolution calling for a limit on the so-called "greenhouse gases" like carbon dioxide that trap heat in the atmosphere and cause global warming. Japan, Canada, Australia, New Zealand and 18 European nations pledged to begin immediate cutbacks. The Conference will reconvene in Washington in 1991.

Early childhood specialists rightly worry about adequate indoor and outdoor classroom space and about class size. These various U.N. meetings make it clear that we must also think about space and size on a larger stage. One U.N. report issued a grim warning: "The next ten years may decide the future of the Earth as a habitation for humans."

Baby boomlet

The United States is considered to be among the world's "good countries" in family planning. Our latest census, however, showed a "baby boomlet," the highest number born since 1964: over four million. More women of child-bearing age and an increase in births by women late in their child-bearing years, women who had delayed having children, were given as the reasons.

A triumph for hopeful couples

Despite worries about the catastrophic impact of unbridled population growth, one had to be pleased with an eye-catching news story: "The Limits on Childbearing Years Are Now Anyone's Guess." Four *post menopausal* women, 40 to 44 years old, gave birth at the University of Southern California to healthy babies, one of them to twins. In the procedure, eggs donated by younger women were fertilized with sperm from the older women's husbands, and then implanted in the mothers' wombs. One can only rejoice when creative ways are found to help those who are eager to have children.[23]

Two other such efforts also made 1990 headlines. At Mount Sinai Hospital Medical Center in Chicago a new way of clearing blocked Fallopian tubes, the cause of 30% of female infertility, was successfully developed. The technique uses a tiny balloon which is inflated when the tip of a catheter reaches the blockage in the tubes, a familiar method for dealing with blocked coronary arteries. The result: a high pregnancy rate. The virtue: an outpatient procedure done at a lower cost than microsurgery.

The second news story, widely discussed, was not likely to reoccur often. A paid surrogate mother claimed the child she had borne as her own, despite the lack of any genetic connection. The child had been conceived through *in vitro* fertilization by the union of the father's sperm and an egg from the mother (who because of a hysterectomy had no womb of her own). Questions galore arose including the provocative: Could a child have two mothers? The judge's decision created a new term: "Prenatal foster parent." The surrogate mother was paid in accordance with her contract, thanked for her contribution in providing food and temporary "housing" but was denied any rights to the child. Full custody was awarded to its delighted genetic parents.

Knocking standardized testing and retention practices

Some school practices were bashed in 1990, and deserved every bit of the beating they took. Retention for fours and fives, and so-called "transition groups" were two of the targets. The **Texas** State Board of Education voted unanimously to prohibit districts from retaining children in pre-k groups and in kindergartens. It also strongly urged schools not to establish "transition classes": "No matter what you call them they take another year and that constitutes retention." **Virginia** also criticized transition groups. A study by the State Department of Education concluded that the extra year often does more harm than good, especially to children's feelings about themselves and to their attitudes about learning. **Massachusetts** also looked critically at retention. Its State Commissioner of Education condemned the 20% failure rate found in many kindergartens and first grades: "We are blaming the victims. The school has the job of making sure all children learn." The Commissioner strongly urged schools to abolish retention in the early grades.

Sole reliance on standardized tests as gatekeepers to admissions and promotions was also on the receiving end of peppery blasts. The nation's governors in February, in their discussion of our national goals for education, went on record: "Placement decisions should not be made on the basis of standardized tests." The

National Commission on Testing and Public Policy in May was unusually forthright: "Four- and five-year-olds are simply too young. The tests yield few (helpful) results and make teachers emphasize academic learning at the expense of exploratory play."

Children's programs get attention

Major stories in the popular press were proof that the early childhood field was "alive and kicking." *Newsweek* put out a special fall/winter supplement, a "Consumer's Handbook on How to Teach Our Kids" . . . *Good Housekeeping* widely distributed a 104-page special section in its September issue, "Child Care '90" . . . *Time*'s October 8 cover was headlined, "Do We Care About Our Kids?"

Interest in young children was also reflected in various enrollment figures. The National School Boards Association reported that two-thirds of the country's big urban schools had pre-k programs for fours. The National Catholic Educational Association told that almost one-third of its elementary schools offered preschool programs in 1988–89, many of them in session the full school day. It also reported a 144% increase since 1982 in the number of children attending such groups, a remarkable jump. In the not-too-distant past, some Catholic leaders had looked askance at early childhood groups, seeing them as a threat to home life.

Corporate contributions were another indication of interest in early childhood, especially in the communities where companies are located. IBM established a $22 million Child Care Resources Fund, in part to help centers meet NAEYC Academy accreditation. Johnson & Johnson awarded NAEYC $52,500 for a pilot study to help selected centers achieve the same end. DuPont announced a $100,000 program providing grants to both family day care homes and centers to meet NAEYC standards or those of the National Association of Family Day Care.

One very pleasing report

Reports about school improvements are always music to one's ears, but one development of the year stands out in my mind as the very best . . . and it is not a school happening. Since 1947 the *Bulletin of Atomic Scientists* has focused attention on a "Doomsday Clock." The hour hand is always positioned at midnight, straight up, symbolizing nuclear disaster. The clock's minute hand, in one dark year of the recent past, had been set at only three minutes to apocalypse. 1990's great good news: In this year the minute hand was moved back to 10 minutes before midnight! The change reflected the judgment of the scientists that super-power tensions had markedly lessened. While danger still existed — 34 small wars were waged in 1990 throughout the world! — in the opinion of serious students of the matter, the risk of full-scale nuclear holocaust has been reduced. There could be no better note on which to end this series of reports.

This is the final report in this effort to spot key events that mean better or worse living for America's young children. For the future? May "peace dividends" persist and grow larger. May our children's classrooms become more sensitive and challenging. May their world each year become safer and more nourishing.

NOTES

1. Statistical Fact Sheet, Project Head Start, Health and Human Services, P.O. Box 1182, Washington, DC 20013.
2. CSR, Inc., Head Start Revision V., 105 West Adams St., Chicago, IL 60603.
3. National Head Start Association, 1220 King St., Alexandria, VA 22314.
4. "Head Start Research and Evaluation: A Blueprint for the Future." Head Start Bureau, ACYF, 330 C St., S.W., Washington, DC 20201.
5. *CDF Reports,* September 1990. Children's Defense Fund, 122 C Street. N.W., Washington, DC 20001.
6. National Academy Press, 2101 Constitution Ave. N.W., Washington, DC 20418.
7. *The New York Times,* September 29, 30, and October 1 had full coverage of the Summit.
8. *Child Care Employee News,* spring 1990, 6536 Telegraph Ave., Oakland, CA 94609.
9. Copies available from SACUS, P.O. Box 5403 Brady Station, Little Rock, AR 72215.
10. NAEYC's *Early Childhood Advocate,* Summer 1990, lists NAEYC's position papers to date.
11. In the SACUS journal (which has a new, larger, more colorful cover): *Dimensions,* summer issue, p. 3.
12. *Early Childhood Education and the Public Schools.* NEA, 1201 16th St., N.W., Washington, DC 20036. NAEYC, incidentally, disclosed that by 1990 a phenomenal 120,000 copies of *DAP* were distributed.

13. "Tulsa Business Officials Leading Drive for Citywide School-Based Child Care." *Education Week*, October 10. Each year a few corporations also open their own child centers. Among the 1990 additions: Mentor Graphics in Oregon; Prudential in New Jersey; B.E. & K. Construction in Alabama. Although welcomed by employees and always good public relations, it is hard to believe that corporate-run centers are a fundamental answer to our child care problem.
14. *How Nations Serve Young Children: Profiles of Child Care and Education in 14 Countries*. High/Scope Press, 600 N. River St., Ypsilanti, MI 48198.
15. "Why France Outstrips the United States in Nurturing Its Children," interview with Fred M. Hechinger, *New York Times*, August 1.
16. *Early Childhood Education and the Elementary School Principal*, NAESP, 1615 Dole St., Alexandria, VA 22314.
17. "Project Seeks to Hone Preschool-Program Accreditation." *Education Week*, January 10. Two additional notes: The Australian Early Childhood Association is developing accreditation procedures based on those of NAEYC's Academy. An Australian comment: "Quality is quality, Australia or the USA." And in the U.S. more than 1,400 centers had been admitted to the Academy by 1990.
18. All NAEYC members received a copy of the Children's Defense Fund's excellent *Children 1990: A Report Card, Briefing Book, and Action Primer*.
19. *Education Week*, June 13. "Gains from Early Intervention Shown in Study of Low Birthweight Babies."
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INDEX

General Index

ABC bill. *See* Federal; Act for Better Child Care bill
Abortion, 4, 49, 95, 132, 175, 209, 323. *See also* Supreme Court Decisions
Abt Associates, 139, 198, 376
Accreditation, 10, 23, 222, 223, 239, 268–269, 299, 308, 319, 390, 424. *See also* National Academy of Early Childhood Programs; National Council for Accreditation of Teacher Education (NCATE)
Administration for Children, Youth and Families (ACYF), 112, 131, 137, 182, 198, 219, 270–271. *See also* Office of Child Development
Advocacy, 11, 18, 66, 146, 148, 166, 299, 318, 350, 414
Africa, 152
Alabama, 17, 46, 59, 189, 295, 321
Alaska, 25, 54, 70, 104, 126, 277
American Academy of Pediatrics, 16, 72, 157, 322
American Association for the Advancement of Science (AAAS), 55, 122
American Association of Colleges of Teacher Education (AACTE), 92
American Association of Elementary-Kindergarten-Nursery Educators (EKNE), 11, 21, 47, 63, 123
American Association of School Administrators (AASA), 2, 92, 296
American Child Centers, 21
American Federation of Teachers (AFT), 2, 78, 92, 264, 297
American Medical Association (AMA), 126
American Orthopsychiatry Association, 20
American Psychological Association (APA), 298
Anniversaries/Celebrations/Birthdays, 2, 6, 11, 57, 77, 81, 91, 143, 159, 184, 284, 302, 316, 337, 362, 373, 387
Arizona, 16, 146
Arkansas, 17, 46, 88, 146, 320
Association for Childhood Education International (ACEI), 11, 22, 54, 123, 164, 185, 207, 224, 225, 275, 291, 361, 363
Association for Supervision and Curriculum Development (ASCD), 2, 123, 295
Associations, 74, 91, 295, 387
Australia, 122, 158
Awards, 291, 411

Bank Street College of Education, 99, 178, 201, 202, 221, 235, 269, 289, 316, 336
Barron's, 21
B E E P (Brookline (Massachusetts) Early Education Project), 57
Beethoven Project, 8, 336, 356, 396
Bermuda, 10
Bicultural/Bilingual, 61. *See also* Head Start
Birthrate, 49, 50, 71, 75, 95, 116, 133, 199, 279, 292, 391
Brown v. Board of Education of Topeka, 65, 159
Bulletin of Atomic Scientists, 9

California, 17, 21, 52, 104, 147, 189, 197, 212, 233
Canada, 11, 61, 83, 226
Center for Parent Education, 12
Centers for Disease Control, 12, 82, 252. *See also* Health
Child Abuse, 3, 26, 86, 107, 108, 124, 153, 192, 198, 251, 265, 329, 368, 388, 418
Child Day Care, *See* Day Care
Child Care Employee Project, 12, 412
Child Care Food Programs (CCFP), 219
Child Care Information Exchange, 12, 137, 355

Child Care Professional, 315
Child Development Associate (CDA), 10, 23, 74, 94, 118, 142, 148, 177, 200, 221, 253–254, 269, 270, 289–290, 391
Child Development Associate Consortium, 74, 165, 177, 200, 290
Child Development Consortium. *See* Council for Early Childhood Professional Recognition
Child Herald, 46, 64
Childhood Education, 22, 47, 61, 137, 182, 274
Children's Defense Fund (CDF), 12, 53, 148, 166, 218, 235, 236, 284, 323, 329, 349
Children's Lobby, 147
Children's Trust Fund, 3
Child Welfare League of America, 13, 22, 56, 188, 288, 328
Chile, 4
China, People's Republic of, 54, 232
Christian Science Monitor, 20
Class/Group Size, 50, 85, 139, 162, 174, 176, 234, 312, 417
Coalition for Children and Youth (CCY), 121, 182. *See also* National Council of Organizations for Children and Youth (NCOCY)
Colorado, 25
Concerned Educators Allied for a Safe Environment (CEASE), 339
Conferences, 53, 63, 86, 92, 121, 132, 203
Connecticut, 53, 321
Corporal punishment, 241–242
Costa Rica, 64
Council for Early Childhood Recognition, 9, 290, 338, 404
Council of Chief State School Officers, 2, 92, 360
Cuba, 108
Curriculum, 142, 161, 234, 248, 250, 272–273, 296, 307
Day Care, 25, 102, 161, 316, 328, 377
  Abuse in, 265–266, 267, 268, 289, 322, 355, 413
  Armed Forces role in, 121, 200, 329
  Benefits of quality programs in, 179, 263–265, 309, 311, 332, 333, 335, 420
  Church-sponsored, 1, 12, 166, 212, 233, 243, 267, 278, 288, 302, 424
  Corporate-sponsored, 1, 220, 267, 287, 314, 333, 379, 424
  Family providers, 2, 198, 211, 290, 291, 312, 355, 377, 378, 405
  Franchised, 1, 13, 21, 56, 288, 330, 368, 378
  Infants and toddlers, 2, 115, 155, 160, 163, 234, 319, 323
  Kinder-Care, 13, 160, 161, 288, 330, 368, 377
  La Petit Academy, 368, 378
  Licensing of, 113, 167, 212, 267, 278, 377
  Non-profit, 10, 103, 368, 382
  Preschool-age, 113, 155, 267, 327, 350, 351, 405, 416
  Proprietary, 1, 10, 22, 56, 80, 103, 160, 161, 354, 368
  Public School role in, 1, 5, 25, 135, 380, 416
  School-age, 1, 114, 155, 160, 267, 350, 378, 416
  Standards in, 70, 80, 102, 103, 113, 161, 176, 267, 278, 329, 377

Day Care and Child Development Council of America (DCCDCA), 58, 62, 64, 115, 154,
Day Care and Early Education, 46
Delaware, 70, 88, 104, 118, 147
Demography, 1, 134, 292–293, 391, 393
  Composition of families, 76, 95, 344, 350
  Income levels, 80, 279, 393
  Overpopulation, 9, 134, 327
  Population growth, 71, 76, 135, 152, 278, 327, 364
    in locations, 135, 340
    of children, 135, 260, 278, 340, 363
  Size of families, 134
Developmentally appropriate practice in early childhood programs serving children from birth through age 8 (DAP), 5, 334
Dimensions, 46

Early Childhood Quarterly, 301, 315
Early Years, 22
Early Years Parent, 83
ECE Options, 97, 166
Ecumenical Child Care Network, 12
Ecumenical Child Care Newsletter, 315
Educational Leadership, 24
Egypt, 108
Eliot-Pearson Department of Child Study, 137
ERIC/Early Childhood Newsletter, 64, 98, 137

Europe, 10
Even Start, 355, 404

Families, 96, 106, 113, 125, 138, 153, 175, 218, 229, 230, 287, 339, 351
Far West Educational Laboratory, 17
Federal, 131, 154, 164, 165, 167, 214, 219, 222, 267, 288, 373, 375
  Act for Better Child Care (ABC) bill, 328–329, 349
  Administrations, 77, 154, 192, 195, 204, 210, 217, 227, 239, 285, 369
  Child care standards, 113, 176, 197, 267, 289, 329, 375
  Children's Bureau, 18, 45, 86, 207, 338
  "Children's Initiative," 305. *See also* Federal; Legislation
  Congress, 4, 6, 16, 45, 51, 73, 93, 102, 131, 153, 192, 213, 219, 260, 283, 353, 373, 374, 406
  Department of Education, 131, 164, 241, 247, 355
  Department of Health and Human Services, 175, 252, 289
  Department of Labor, 17
  Family leave policy, 299–300, 322, 343, 352, 409
  Funding, 5, 6, 15, 47, 51, 94, 102, 153, 196, 197, 220, 244, 245, 254, 315, 375, 406. *See also* Legislation; Public Laws.
  House of Representatives, 4, 27, 102, 207, 224, 256, 288–289, 345
  Licensing and regulations, role in, 27, 139, 165, 196, 222, 288–289, 375
  Presidential vetoes, 6, 16, 25, 349
  Senate, 27, 157, 244, 256, 345
  U.S. Office of Education, 17, 45
  U.S. Supreme Court decisions, 49, 65, 86, 124, 159
  White House Conference on Families, Children and Youth, 132, 164, 174, 175, 203
Federal Communications Commission (FCC), 20, 126
Federal Trade Commission (FTC), 101, 145
Fertility, 134, 209, 251, 278, 284, 422
  In-vitro fertilization, 133, 209, 251, 279, 362
  Surrogate mothers, 180, 209, 423
  Test-tube babies, 3, 134, 160, 209, 251
Finland, 83
Florida, 25, 70, 88, 104, 166, 295
Ford Foundation, 92, 384
France, 114
Franklin School Nursery School, 158
George Peabody College, 67, 158
Georgia, 17, 46, 59, 88, 126, 155, 295, 360
Guam, 10
Guatemala, 56, 64
Guinness Book of World Records, 68

HEW, 51, 52, 73, 136. *See also* Federal; Department of Health and Human Services
Handicapped, programs for, 4, 59, 70, 73, 81, 93, 117, 136, 168, 190, 331
Hawaii, 127, 147, 168, 212, 278
Health 118, 120, 152, 166, 167, 192, 204, 210, 235, 300–301, 317–318, 339, 366, 377, 389, 392–393, 418–419
  AIDS, 9, 317, 340, 367, 392
  Centers for Disease Control, 52, 119, 143, 167, 317–318, 340, 419
  Dental, 366
  Detection, 143, 144, 168
  Diptheria, 53, 82, 119
  Drug abuse, 9, 392
  Health Start, 18
  Hunger, 71, 152
  Immunizations/vaccines, 8, 18, 26, 52, 53, 82, 94, 95, 118, 143, 167, 184, 210, 301, 317, 339, 366, 419
  Infant mortality, 4, 82, 143, 152, 178, 235, 251, 279, 294, 318, 339, 366, 392, 408, 418
  Measles, 12, 13, 26, 53, 82, 119, 167, 210, 235, 317, 392, 409, 418
  Nuclear disasters, 160, 255–256, 317
  Nutrition, 144, 192, 196, 204, 305
  Polio, 26, 52, 82, 119, 167, 367
  Smallpox, 3, 95, 167, 339
  Starvation, 71, 134, 279
  Vision and hearing screening, 18
Health Start, 8, 18, 24
Head Start, 11, 17, 19, 21, 23, 25, 51, 56, 68, 69, 77, 122, 131, 141, 182, 195, 213, 214, 227, 276, 277, 283, 311, 321, 335, 356, 401. *See also* Even Start; Home Start; Health Start; Parent and Child Centers
  Anniversaries in, 2, 77, 173, 252, 283, 401
  Class/group size, 8, 26, 142, 214, 311, 295
  Enrollment, 7, 8, 19, 77, 132, 193, 277, 283, 311, 356, 395, 402

  Expansion of, 19, 60, 77, 112, 132, 174, 214, 283, 311, 402, 403
  Funding for, 19, 51, 60, 69, 94, 195, 196, 214, 253, 376, 305, 335, 356, 395
  Handicapped in, 7, 51, 60, 94, 168, 174, 228, 253, 283, 395, 402
  Middle-class in, 19
  Migrant children in, 356, 357
  Minority enrollment, 132, 174, 310, 356, 395, 403
  Origins of 77, 206, 283, 402
  Parent and Child Centers, 19, 23, 403
  Poverty and, 51, 253, 356, 402
  Staffing of, 8, 69, 142, 173, 214, 228, 283, 403
  Standards, 77, 174, 214, 402
  Training of staff, 10, 51, 74, 168, 174, 284, 290
High/Scope Educational Research Foundation, 5, 12, 123, 135, 180, 249, 263, 274, 301, 309, 332, 396
Home Start, 8, 25, 83
Hungary, 4

Idaho, 17, 46, 59, 278
Illinois, 105, 295
Immunizations. *See* Health
India, 279, 318
Indiana, 16, 126, 147, 295
Infant care leave, 245–246, 299–300, 322, 343. *See also* Federal; Family leave policy
Infants and Toddlers, 204, 323, 363. *See also* Day Care; Health; Mortality; Trends
  in day care, 2, 25, 246, 323, 344, 363
  Population of, 23, 76, 363, 422
Institute of Child Behavior and Development, 8, 47, 206
Insurance, 285–287, 321, 322
  Cancellations, 285, 321
  Carriers, 285, 321
  Claims, 286, 322
  Crisis for child care, 285, 321
International, 4, 6, 10, 11, 26, 71, 114, 122, 133, 151, 183, 192, 204, 249, 274, 279, 316, 318, 373, 396, 401, 407–408, 416, 422. *See also* OMEP
International Year of the Child (IYC), 6, 125, 151, 169, 275, 349
Iowa, 47, 70, 105, 127
Israel, 114

Japan, 10
Journal of Research in Childhood Education, 315

Kansas, 93, 127, 212, 278
Kentucky, 17, 88, 189, 212, 233, 320
KidsPac, 260, 345, 365
Kindergarten, 6, 46, 57, 73, 75, 135, 168, 189, 204, 224, 233, 271, 272–273, 294, 306, 330, 351, 382
  Class/group size, 189, 312
  Compulsory, 2, 59, 73, 93, 135, 211, 271, 294
  Full-day, 117, 189, 199, 250, 271, 194, 312, 365, 383
  Funding for, 6, 59, 73, 117, 189, 234
  Inappropriate practices in, 5, 13, 60, 123, 124, 234, 250, 273, 309, 330, 360, 383
  in public schools, 2, 6, 16, 189, 211, 271, 294
  Part-day, 189, 250, 312, 350
  and retention, 331, 360, 423
  and testing, 271, 272, 360, 382, 423
Korea, 10

Ladies Home Journal, 62, 94
LaLeche League, 98
Legislation, 6, 25, 51, 70, 102, 103, 139, 154, 244, 289, 301, 305, 329, 407, 410. *See also* Public Laws; State; Municipal; Federal
  101st Congress, 373–374, 410
  Child Care and Family Services Act, 59, 73, 80
  Title IV-A (Social Security Act), 51, 80, 407
  Title IV-B (Social Security Act), 176
  Title XX (Social Security Act), 80, 197, 219, 236
Licensing, 7, 70, 113, 147, 188, 267, 319, 377, 405. *See also* Standards and Regulations; State; Municipal; Federal
  of day care centers, 105, 166, 211
  of family day care, 113, 198, 211, 341, 377, 405
  Exemption for church-sponsored programs, 147, 166, 167, 188, 212, 233, 242, 243, 267, 302, 388
Louisiana, 70, 277, 295, 320

Maine, 295
Maryland, 70, 117, 179, 188, 211
Massachusetts, 23, 295, 320
Measles. *See* Health
Men, role of in early childhood education, 26, 63, 183, 235
Merrill-Palmer Institute, 8, 67, 181
Mexico, 78
Michigan, 86, 88, 127, 295

Mills College, 8, 47
Minnesota, 16, 21, 70
Mississippi, 17, 27, 46, 59, 73, 146, 189, 233, 320
Missouri, 70, 127, 278, 295, 319
"Mister Rogers' Neighborhood." *See* Television
Montana, 17, 46, 278
Mortality, 4, 71, 82, 152, 210, 252, 340, 408
Mothers and child care, 14, 25, 26, 45, 113, 114, 198, 220, 244, 246, 268, 327, 334, 350, 405
Multicultural/Multilingual, 64, 65, 66
Municipalities, 264, 265, 312
  Funding, 89, 123
  Legislation, 73, 287

National Academy of Early Childhood Programs, 10, 240, 268, 290–299, 308, 361, 418
National Association for Nursery Education (NANE), 185. *See also* National Association for the Education of Young Children (NAEYC)
National Association for the Education of Young Children (NAEYC), 5, 9, 23, 55, 62, 77, 89, 97, 98, 109, 123, 168, 178, 221, 240, 259, 268–269, 286, 290, 298, 308, 319, 350, 360. *See also* Position Papers and Reports; Quality
  Accreditation, role in, 10, 23, 222, 223, 239, 268, 299, 308, 390. *See also* National Academy of Early Childhood Programs
  Affiliate groups, 10, 235, 240, 273, 278, 291, 299
  Child Care Information Service, 298
  Membership, 77, 240
  Quality, role in achieving, 5, 9, 10, 109, 200, 223, 239, 240, 267, 268, 334, 390, 418
National Association of Child Development and Education, 71
National Association of Elementary School Principals (NAESP), 2, 296, 308
National Association of Family Day Care (NAFDC), 291
National Association of State Boards of Education (NASBE), 2, 292, 359
National Association of State Directors of Child Development, 78
National Campaign for Child Day Care for Working Families, 187, 197
National Capital Area Child Day Care Association, 17
National Commission on Manpower Policy, 1
National Council for Accreditation of Teacher Education (NCATE), 223
National Council of Churches of Christ, 12, 233, 243, 288
National Council of Jewish Women, 4
National Council of Organizations for Children and Youth (NCOCY). *See also* Council on Children and Youth (CCY), 92, 95
National Education Association (NEA), 2, 17, 47, 63, 92, 97, 415
National Elementary School Principal's Magazine, 24
National Observer, 67
Nebraska, 127
Netherlands, The, 83
New Jersey, 70, 277
New Mexico, 17, 93, 104, 320
The New Republic, 15
Newsweek, 15, 45, 124, 272, 334
New York, 21, 105, 190, 295
The New York Times, 2, 4, 287, 306
North Carolina, 86, 166, 188
North Dakota, 17, 46, 59, 73, 155, 211
Norway, 83
Nursery Schools, 25, 119, 158, 199, 205, 224, 309, 330

Office of Child Development (OCD). *See* Federal; Administration for Children, Youth and Families
Office of Education, U.S. *See* Federal; Department of Education
Ohio, 20, 278
Oklahoma, 59, 180, 211, 295
OMEP (Organisation Monidale Pour l'Education Prescolaire—World Organization for Preschool Education), 11, 22, 48, 64, 122, 133, 182, 254, 275, 316, 363
Oregon, 17, 46, 127, 211, 233, 320

Pacific Oaks College, 284, 290, 338
Parent and Child Centers. *See* Head Start
Parent Cooperative Preschools International (PCPI), 11, 225, 284, 386
Parents, 48, 63, 66, 79, 83, 168, 300, 318, 350
  in cooperative preschools, 11
  in decision making, 108, 120, 137
  in parent education, 12, 48, 63, 99, 108, 202, 203, 300, 319, 342, 355

  - as teachers, 300, 319
  - and television, 156, 186, 202
- Parent-Teacher Association (PTA), 92, 125, 316
- Parochial schools, 15, 85
- Pennsylvania, 73, 86, 105, 147, 168, 180, 188, 211
- People Attentive to Children (PATCh), 115, 291
- Perry Preschool Project, 214, 396. *See also* High/Scope
- Phillipines, 108, 122
- *Pocket Book of Baby and Child Care*, 3, 68, 292
- Poland, 64, 122
- Position Papers and Reports, 23, 50, 79, 96, 138, 139, 161, 212, 240, 241, 273, 321, 328, 360, 361, 376, 415
  - *Barriers to Excellence: Our Children at Risk*, 284
  - *Changed Lives: The Effects of the Perry Preschool Programs on Youths Through Age 19*, 5, 263, 273, 277
  - *Criteria for High Quality Early Childhood Programs*, 239
  - *Developmentally Appropriate Educational Experiences for Kindergarten*, 273, 308
  - *Early Childhood Education Teacher Education Guidelines*, 223
  - *A Joint Statement of Concerns About Parent Practices in Pre-First Grade Reading Instructions*, 123
  - *Literacy Development and Pre-First Grade*, 308
  - *A Position Statement on Developmentally Appropriate Practice for 4- and 5-Year-Olds*, 308
  - *Quality Four-Year-Old Programs in Public Schools*, 308
  - *Report of the Surgeon General's Advisory Committee on Television and Social Behavior*, 4
  - *Windows on Day Care*, 4
- Population growth, 71, 76, 135, 152, 260, 292, 340, 364, 391, 421. *See also* Trends
- Poverty, 3, 8, 51, 86, 96, 125, 152, 162, 191, 217, 218, 257, 279, 293, 310, 323, 336, 344, 393–394, 409, 420
- Predictions, 13, 14, 224, 280, 322, 421
- Prekindergartens, 357, 363, 424
- *Pre-K Today*, 315
- Public Laws. *See also* Legislation
  - P.L. 91–230; 168
  - P.L. 94–142; 4, 117, 136, 168, 199, 230, 231, 284, 331
  - P.L. 98–401; 102
  - P.L. 99–457; 4, 357
- Public Schools, 14, 15, 65, 85, 117, 139, 199, 224, 240, 248, 273, 306, 310, 358, 381, 415
  - Desegregation, 65, 159
  - for fours, 13, 73, 117, 179, 193, 199, 211, 232, 247–248, 273, 294, 306–307, 351, 416
  - and school-age care, 114, 250, 416
  - and special programs, 309–310, 331, 352, 358
- Puerto Rico, 10, 18

- Quality, 5, 9, 10, 13, 79, 161, 177, 187, 223, 239, 240, 263, 291, 309, 333, 334, 357, 358–359, 376, 379, 417

- *Readers' Digest*, 229
- *Redbook*, 68
- Retention, 360, 417, 423
- "Romper Room." *See* Television
- Ruggles Street Nursery School, 246

- Safety, 118, 210, 301, 367, 377
  - Accident prevention, 106, 118, 210, 236, 367, 377
  - Child protection, 86, 108, 119, 124, 153, 210, 266, 301, 367, 377, 412
  - in children's sleepwear, 119
  - Seatbelts and car seats, 3, 147, 236, 251
- *Saturday Review*, 47
- "Sesame Street." *See* Television
- Smart Start, 358
- South Carolina, 21, 88, 147
- South Dakota, 88, 93
- Southern Association on Children Under Six (SACUS), 11, 46, 66, 137, 267, 273
- Staffing, 188, 297, 376
  - Credentials, 174, 213, 241, 278. *See also* Child Development Associate (CDA)
  - Ratios, 103, 163, 176, 234, 417
  - Salaries, 7, 14, 103, 139, 161, 283, 297, 312–313, 329, 330, 351, 376, 412
  - Screening, 266, 289

  Training, 27, 105, 259, 284, 290, 297, 343, 377
  Turnover, 7, 188, 283, 297, 313, 320, 351, 377
Stanford Research Institute, 79
State, 25, 88, 104, 126, 127, 135, 146, 195, 203, 210, 211, 212, 217, 232, 242, 251, 257, 295, 319, 341, 364–365, 377
  Funding, 59, 72, 73, 123, 211, 212, 258, 295, 309, 311, 375, 389
  Governors, 86, 105, 203, 257, 310, 349, 383
  Kindergartens, 2, 70, 123, 211, 258–259, 271, 294–295, 330, 342, 364, 389
  Licensing and regulations, role in, 70, 78, 105, 126, 188, 191, 212, 234, 242, 277, 302, 342, 368, 377
Sweden, 83, 114, 153, 188, 293

Tanzania, 108
Taxes, 5, 7, 25, 48, 80, 106, 196, 212, 217, 220, 236, 313, 314, 354, 388. *See also* Federal; Municipality; State
Teacher Education, 10, 25, 27, 74, 142, 191, 211, 259, 297. *See also* Child Development Associate (CDA)
  Graduate, 8, 25, 234
  Training schools, 8, 158
  Undergraduate, 8, 234
Television, 48, 54, 61, 100, 101, 102, 145, 186, 228, 298, 384
  Action for Children's Television (ACT), 11, 20, 55, 61, 101, 157, 229, 254, 298, 335, 368
  British Broadcasting Corporation (BBC), 20
  "Captain Kangaroo," 54, 84, 208, 229, 317
  and children, 20, 55, 61, 101, 126, 145, 156, 229, 255, 298, 336, 367, 386, 410
  Commercials, 55, 61, 101, 120, 145, 157, 208, 255, 298, 336, 367, 385, 410
  Federal Communications Commission (FCC), 20, 126, 156, 298, 410
  Federal Trade Commission (FTC), 145, 208, 335
  "Footsteps," 145, 186
  Mister Rogers' Neighborhood," 3, 84, 156, 159, 186, 202, 230, 274, 317
  and parents, 83, 100, 156, 186, 187, 202, 298, 317
  Public television, 156, 318, 385
  "Ripples," 20
  "Romper Room," 3, 54, 208, 274
  "Sesame Street," 3, 19, 54, 84, 157, 274, 363, 384
  "Villa Allegre," 61
  and violence, 4, 126, 229, 298, 386
  "What Every Baby Knows," 317
Tennessee, 16, 48, 59, 70, 127, 147, 167, 168, 320
Testing, 271, 272, 295, 360, 382, 417, 423
Texas, 16, 88, 105, 126, 148, 212, 278
Time, 78, 308
Toy Review, 46
Toys, 26, 119, 335
  Dangerous, 26, 120
  Sex roles stereotyping, 26
  Violent, 153, 339
Transitional classrooms, 271, 331, 423
  Trends, 1
  Changing roles of women, 1, 26, 78, 96, 113, 155, 268, 271, 287, 323, 327, 405
  Children of at-home mothers in programs, 306, 332
  Divorce, 95, 202, 209, 231, 279, 292, 391
  Expansion in early childhood field, 1, 11, 24, 98, 223, 424
  Marriages, 76, 209, 279, 292, 341, 391
  in population, 23, 49, 71, 115, 178, 192, 391, 421
  Preprimary group enrollments, 1, 2, 23, 49, 66, 72, 75, 82, 116, 163, 178, 179, 199, 223, 224, 271, 294, 306, 332, 363, 405, 424
  Single parent families, 76, 125, 140, 163, 186, 192, 209, 218, 231, 257, 293, 323, 364, 391

UNESCO (United Nations Educational, Scientific and Cultural Organization), 64, 108
UNICEF (United Nations International Children's Emergency Fund), 24, 81, 125, 192, 316, 396, 408. *See also* Health
United Nations, 6, 421
Utah, 24, 88, 212

Venezuela, 64
Vermont, 70
Vietnam, 45, 84

Virginia, 21, 53, 93, 126, 166, 168, 188, 320
Virgin Islands, 10
Volunteers, 174, 196

Wall Street Journal, 68, 354
Washington, 88, 168, 212, 320
Washington, DC, 295
The Washington Post, 213
Week of the Young Child, 349
West Virginia, 16, 88, 127

White House Conference on Families. *See* Federal
Windows on Day Care, 4, 79

Yale University, 9
Young Children, 11, 122, 239, 275, 401
Your Child from One to Six, 3, 64, 100, 137
Your Child from Six to Twelve, 64, 100

Zaire, 64

Name index

Akers, Milton, 42, 67, 70
Aldrich, C. Anderson, 57
Alexander, Jane 182
Allen, K. Eileen, 213
Allen, James E. 21–22
Allison, Fran, 386
Almy, Millie, 21
Alschuler, Rose, 77, 158, 223
Ambach, Gordon M., 247, 273
Ames, Louise Bates, 101
Antler, Joyce, 336
Armitage, Linda, 207
Andrus, Ruth, 185
Ashton-Warner, Sylvia, 276
Austin, Gilbert, 65

Babbitt, Bruce, 248, 272
Babitz, Milton, 21
Bacon, Clarissa, 87
Baker, Rebecca E., 37
Baldwin, Bird Thomas, 47, 206
Barbera, Joe, 157
Beck, Helen L., 20
Bell, Terrell H., 63, 83, 207, 230–231, 247
Belsky, Jay, 344, 352
Bennett, William J., 353
Besharov, Douglas J., 86, 351–352
Bettelheim, Bruno, 413
Biaggi, Mario, 266
Biber, Barbara, 87, 143, 275, 316
Biggs, Lucy, 228
Binford, Mary Ann, 275
Black, Irma Simonton, 37
Blackstock, Cecelia, 47
Blank, Helen, 284
Bogoslawski, Dorothy Beers, 143
Bowen, Otis, 356
Boxer, Barbara, 267
Bowlby, John, 413

Boyd, Richard A., 361
Boyer, Ernest, 117
Brademas, John, 16, 78, 111, 114, 207
Brazelton, T. Berry, 5, 246, 249, 317, 394, 421
Breckinridge, Marian E., 181
Bredekamp, Sue, 268, 334
Brennan, Joseph, 257
Brock, William E., 287
Broder, David, 258
Bronfenbrenner, Urie, 54, 246
Brooke, Edward, 131
Brown, A. Gilson, 337
Brown, Louise, 160, 209, 362
Buchwald, Art, 5, 124
Buckey, Peggy McMartin, 414
Buckey, Raymond, 413–414
Burgess, Evangeline, 284
Burton, Sala, 245
Bush, George, 2, 6, 356, 368–369, 384, 395, 401, 403, 410
Bushnell, Margaret, 97, 166
Butler, Annie L., 158

Caen, Herb, 115
Caldwell, Bettye, 54, 94, 254, 266, 268, 269, 415
Calhoun, John, 165, 182
Califano, Joseph, 111–112, 144, 164
Campbell, Bertha, 292
Caplan, Frank, 361
Cardenas, Blandina, 112, 141
Carr, Elizabeth Jordan, 209
Carter, Lillian, 133
Carter, Jimmy, 2, 111, 113, 125, 131, 144, 164, 173, 195
Cauman, Judith, 122
Chafee, John, 329
Chandler, Martha H., 276
Charen, Peggy, 157, 229, 368, 410

Cherry, Clare, 413
Chiles, Lawton, 366
Chisolm, Shirley, 131
Christianson, Helen, 99
Church, Joseph, 88
Clark, Kenneth, 65
Cohen, Monroe, 61, 137, 182
Cohen, Wilbur, 132, 246
Conable, Barber B. Jr., 196, 245
Cone, Margaret H., 40
Cooney, Joan Ganz, 19, 87, 385
Correro, Gloria C., 361
Cousins, Norman, 163
Cranston, Alan, 138 - 139, 154, 245
Cremin, Lawrence, 66
Cuomo, Mario M., 349, 358, 390
Curry, Ida Jones, 184

D'Amato, Alfonse, 266
Daley, Richard, 25
David, Alma, 94
Davidson, Ezra C., Jr., 419
Dawe, Helen, 21
DeConcini, Dennis, 256
Denton, Jeremiah, 256
Deukmejian, George, 242
Devine, Margaret, 47, 64, 122
Dickerson, Mildred, 226, 267, 291
Dixon, Greg (Rev.), 243
Dodd, Christopher, 245, 256, 329, 343, 349
Doman, Glenn, 249
Donahue, Phil, 186
Dornan, Robert K., 133
Dowley, Edith, 87, 361
Dukakis, Michael, 356
Durenberger, David, 245
Durrett, Mary Ellen, 361

Edelman, Marian Wright, 12, 30, 53, 112, 114, 131, 218, 291, 293, 329, 363, 388
Edwards, Morton, 88
Edwards, Robert, 133, 160
Edwards, Virginia North, 202
Egertson, Harriet A., 331
Ehrlich, Paul, 256, 280
Eliot, Abigail, 77, 246
Elkind, David, 137, 308, 334
Engstrom, Georgianna, 122
Erikson, Erik, 159

Ferraro, Geraldine, 245, 279
Fisher, John, 66
Fleming, Patsy, 132
Flesch, Rudolf, 309
Fochler, Marcia, 386
Ford, Betty, 94
Ford, Gerald, 6, 77, 102, 195, 207, 247
Foster, Florence, 292, 413
Foster, Henlay A., 182, 232
Fraiberg, Selma, 141, 226
Freud, Anna, 226
Freud, Sigmund, 226
Fulghum, Robert, 382
Futrell, Mary Hatwood, 310, 334, 358

Gage, Lucy, 158
Galinsky, Ellen, 186, 328, 339
Gans, Roma, 40
Gaspar, Matej, 327
Geisel, Theodore, 159, 246, 275
Gelles, Richard L., 124
Gershenson, Charles, 71
Gerstein, Helen L., 164
Gilstrap, Robert, 21, 225
Ginott, Haim, 55
Ginsberg, Eli, 1
Ginsberg, Sadie, 79, 275, 379
Ginsberg, Susan, 339
Giveans, David L., 183
Goldsmith, Cornelia, 14, 77, 226, 362
Goodenough, Florence, 47
Goodlad, John, 248
Goodman, Ellen, 5, 114, 175, 208, 267
Goodykoontz, Bess, 413
Gordon, Ira, 36, 143
Gore, Albert, 385
Goutard, Madeleine, 183
Grace, Cathy, 387
Granger, Robert, 164 - 165, 201
Grant, Eva, 40
Grant, James P., 397
Grasso, Ella, 94
Gray, Susan, 159
Greeley, Andrew, 132
Green, Frederick C., 18, 45
Griffiths, Martha, 62
Gruenberg, Sidonie M., 67
Grun, John, 125
Guggenheimer, Elinor, 247
Gutteridge, Mary, 181

Hamburg, Betty, 246
Hamilton, Marian B., 292
Hanna, Bill, 157
Hardy, Dorcas, 196, 207
Harper, Robert J., II, 164
Harrington, Michael, 344, 386
Harris, Irving B., 336, 345
Harris, Joe Frank, 271
Harris, Louis, 341
Harris, Patricia, 62, 164 - 165
Harris, William, 345

Hart, Gary, 245
Hartup, Willard W., 21, 245
Hatch, Orrin, 153, 245
Hatfield, Mark, 245
Haupt, Dorothy, 143, 181
Hawkins, Paula, 245
Hayakawa, S.I., 104
Headley, Neith E., 185
Hearn, D. Dwain, 21, 64
Heckler, Margaret, 252, 294
Heffernan, Helen, 337
Height, Dorothy, 62
Heining, Christine, 143, 158
Heinz, Mamie W., 185
Henley, Robert, 381
Henson, Jim, 412
Hepburn, Audrey, 411
Hepburn, Katharine, 62
Herndon, Terry, 63
Hill, Patty Smith, 77, 158, 362
Hillis, Gora Bussey, 205–206
Hitz, Randy, 292
Hodges, Clarence, 219, 227
Hoffer, Josephine, 67
Hofferth, Sandra, 378
Hollings, Ernest, 245
Holt, John, 20, 292
Honig, Alice S., 332
Hooper, Laura, 158
Hostler, Amy, 47–48, 275, 337
Howe, Harold, II, 92, 248, 284
Howes, Carolee, 376
Hufstedler, Shirley, 164
Huggins, Joyce, 254, 292
Hughes, Diane, 328
Hughes, Marie M., 207
Huntsinger, Susan, 113
Hurd, Clement, 361
Hurtwood, Lady Allen of, 48, 183
Hussein, Saddam, 406

Inouye, Daniel, 385
Irwin, Dee, 166
Irwin, Michelle, 91

Jasik, Lynn, 183
Jefferson, Ruth, 226
Jenkins, Ella, 254
Johnson, Lady Bird, 173, 283
Johnson, Luci Baines, 283
Jones, Gordon S., 352
Jones, Peg, 137

Kagan, Jerome, 54–56, 69, 102, 246
Kagan, Sharon Lynn, 283
Kahn, Alfred, 353
Kamara, Barbara, 164
Kamerman, Sheila, 246, 354
Kaptur, Marcy, 245
Katz, Lilian, 183, 301
Keeshan, Bob, 411
Keister, Elizabeth, 143
Keniston, Kenneth, 96, 125
Kennedy, Edward, 356, 358, 412
Kennedy, John F., 246
Kerckhoff, Florence, 143
Kessen, William, 54
Ketchum, Hank, 230
Keyserling, Mary, 29
Kildee, Dale, 329, 350
Kilpatrick, James J., 154, 375, 406
King, Billie Jean, 62
Kjer, Dell C., 185
Klein, Jenni, 228
Koch, Edward, 307
Koop, C. Everett, 340
Krugman, Richard, 388
Kunkle, Ethel Wright, 227
Kunz, Jean, 275

LaCross, E. Robert, 99
Lally, J. Ronald, 332
Law, Norma, 386
Lazar, Irving, 140
Leach, Penelope, 352
Leeper, Sarah Lou, 143
Leitman, Allan, 21
Leland, Mickey, 294
LeShan, Eda, 48
Levine, James A., 138
Lightner, Candy, 411
Lindner, Eileen, 243
Lipsett, Mortimer B., 247, 251
Livingstone, Dodie Truman, 277
Lucas, Maurice A., 276

Maccoby, Eleanor, 54
Mallum, Mary Alice, 99
Mangione, Peter, 332
Mansera, Pancho, 173
Markey, Edward J., 410
Martin, Lucy Prete, 182
Martinez, Arabella, 154, 164
Masson, Myrna, 207
Masters, Lea Cowles, 227
Mathias, Charles, 244
Mayer, Robert, 102
McCandless, Boyd R., 99
McClanaghan, Mary, 67
McDearmon, Jean, 221
McDonald, Barbara, 62
McElroy, Neil, 32
McFarland, Margaret B., 361
McGovern, George, 140
McGraw, Myrtle B., 362

McLaughlin, Ann, 351
McVickar, Polly, 362
Mead, Margaret, 94, 143
Meier, John H., 73–74, 98, 112
Meisels, Samuel J., 381
Mendel, Perry, 160–161
Meyer, Alberta L, 136
Mikulski, Barbara, 245
Miller, George, 230, 236, 257, 266, 286, 289, 394
Mitchell, Anne, 333–334
Mitchell, Edna, 213
Mitchell, George J., 376
Mitchell, Lucy Sprague, 316, 336
Mitchell, Eva C., 184
Moerman, Joseph, 152–153
Mondale, Walter, 16, 92, 111, 153
Montgomery, Alastair, 160
Moon, Keith, 208
Moore, Evelyn A., 310
Moore, Raymond S., 34–35
Moore, Sallie Beth, 337
Morgan, Gean, 66, 159
Morgan, Gwen, 154
Moustakas, Clark, 181
Muenchow, Susan, 245–246
Murphy, Carol, 337
Murphy, Glennie, 228
Myrdal, Alva, 48, 183, 316

Nall, Susan W., 383
Narkewicz, Richard M., 353
Neill, Alexander, 55
Nelson, Gaylord, 32, 39
Neterer, Elizabeth, 122
Neugebauer, Roger, 246, 355
Newton, James W., 382
Niemeyer, John, 55, 113
Nixon, Richard, 6, 16, 25–27, 30, 58, 195, 349, 374, 406

O'Connor, Paula, 46
Olmstead, Patricia, 416
Orton, Richard, 42
Orwell, George, 285
Osborn, D. Keith, 181
Oser, Marie, 182

Packer, James S., 207, 337
Packwood, Bob, 245
Palmer, Edward L., 385
Palmer, Francis H., 137, 181
Passaris, Solange, 417
Pell, Claiborne, 245
Percy, Charles, 142
Perez de Cuellar, Javier, 327
Perot, H. Ross, 272, 273
Phillips, Carol Brunson, 290
Phillips, Deborah, 289, 298, 376
Piaget, Jean, 185
Pierce, William L., 13, 22, 66, 176
Pifer, Alan, 214
Pitcher, Evelyn C., 137
Porter, Sylvia, 33
Powell, Alice M., 94, 184, 276
Pryor, David, 88

Quill, Jeanne, 214
Quindlen, Anna, 406

Raikes, Robert, 184
Ramirez, Bambi Cardenas, 164
Rampton, Calvin, 24
Rand, Winifred, 181
Ray, Dixie Lee, 62
Reagan, Ronald, 2, 192, 195–197, 203, 213, 239, 241, 247, 258, 277, 367–368
Reese, John, 227
Reeve, Theo, 40
Rey, Hans Augusto, 363
Richardson, Elliott, 30
Richmond, Julius, 111, 167
Riegle, Donald W., Jr., 245
Riles, Wilson, 24, 35, 192, 200, 248
Rioux, William, 66
Roberts, Francis J., 55, 153, 166
Robinson, Eleanor Louise, 337
Robinson, James A., 182
Rockefeller, John D., IV, 388, 421
Robinson, Halbert B., 65
Rogers, Fred, 411
Romanenko, Nina, 26–27
Roosevelt, Theodore, 203
Rosenberg, Leon A., 179
Rothenberg, Michael B., 292, 302
Ruopp, Richard R., 166

Sackett, Ross D., 202
Safire, William, 352
Sagan, Carl, 256, 280
Sailor, Mary Holin, 115
Salk, Jonas, 184
Sample, Winona, 275
Sanders, Ted, 360
Sanger, Marjorie, 67, 181
Sartin, Ann, 137
Sava, Samuel G., 296, 308, 334
Schlafly, Phyllis, 353
Schorr, Daniel, 394
Schorr, Lisbeth, 394
Schroeder, Patricia, 245, 300, 343, 410
Schulz, Charles, 411
Schweiker, Richard S., 203, 207, 213, 227, 252

Schweinhart, Lawrence J., 284, 311, 332
Sears, Robert, 47, 386
Sendak, Maurice, 387
Senn, Milton, 413
Shanker, Albert, 264, 297, 358
Shannon, Thomas, 381
Shannon, William V., 34-35
Shedd, Mark, 15
Shenker, Joseph, 363
Shoben, Edward Joseph, Jr., 99
Shockley, William B., 68
Shriver, Sargent, 283
Siegel, Alberta, 4, 38, 228-229
Sigel, Irving, 181
Sills, Beverly, 94
Skard, Asa Gruda, 316
Skeels, H.M., 208
Skinner, B.F., 413
Smart, Russell, 181
Smith, Dura-Louise Cockrell, 99
Smith, Marilyn M., 55, 267, 411
Smith, Robert, 272
Snelling, Richard A., 259
Snowe, Olympia, 329
Snyder, Agnes, 40, 55
Southall, Maycie, 159
Souther, Mildred, 88
Sparks, Phil, 353
Spaulding, Jean, 275
Spector, Arlen, 256
Spock, Benjamin, 3, 67-68, 100,140, 146, 226, 292, 302, 388
Spodek, Bernard, 273
Stanek, Edna, 49
Stanek, Eugene, 49
Stanton, Jessie, 99, 316
Steere, Caryl, 275
Steinberg, Joel, 388
Steinberg, Lisa, 388
Steptoe, Patrick, 133, 160
Sternberg, L. Steven, 381
Stevenson, Harold, 21, 54
Stockman, David, 213
Stoddard, George, 47, 99, 206
Stolz, Herbert R., 143
Stolz, Lois Meek, 9, 77, 99, 109, 239, 246, 276
Stone, L. Joseph, 88
Stone, Jeannette Galambos, 54
Strickland, James, 286
Sugarman, Jule, 226
Sullivan, Louis, 395
Sweeney, Mary E., 181

Takanishi, Ruby, 213
Taylor, Katharine Whiteside, 143, 225, 284, 386-387
Thacher, Edith, 361
Tucker, Jim Guy, 164, 175

Updegraff, Ruth, 47, 206
Usdan, Michael D., 66

VanCamp, Sarah S., 275
Vance, Mildred, 88
Vawter, Jacki, 169
Vincent, E. Lee, 181

Wahlert, Jennie, 37
Walters, Barbara, 62
Walsh, John, 411
Wann, Kenneth, 93, 387
Ward, Evangeline, 87, 183, 254, 292
Waring, Ethel B., 55
Watson, Jeannette, 87
Weikart, David, 5, 135, 180, 183, 264, 265, 296, 311, 384
Weinberger, Caspar, 195
Weiser, Margaret, 254
Wellman, Beth, 47, 206
White, Burton L., 12, 69, 146, 156, 166, 249, 300, 307, 319, 352
White, Edna Noble, 181
White, Sheldon, 69
Whitebook, Marcy, 297, 376
Willer, Barbara, 383
Williams, Leslie R., 383
Williams, John Bell, 25
Wilson, Pete, 277
Windle, Ann Sartin, 182
Windsor, Charles (Prince), 204, 294
Windsor, Diana (Princess), 205, 294
Windsor, William (Prince), 294
Winter, William, 233
Wirth, Timothy E., 385
Witherspoon, Ralph, 21
Witte, John J., 53
Wolf, Lenore, 275
Woolley, Thompson, 181
Woolsey, Suzanne H., 115

Yarrow, Marian, 54
Yocum, Jan Calderon, 164, 230
York, Mary Elizabeth, 275
Young, Andrew, 133
Young, James C., 137, 162
Young, Jean, 132

Zigler, Edward, 5, 9, 23, 42, 45, 60, 73, 104, 111-113, 131, 174, 176, 246-248, 265, 271, 289, 296-297, 343, 344, 354, 358, 381, 411, 416
Zinsmeister, Karl, 352

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